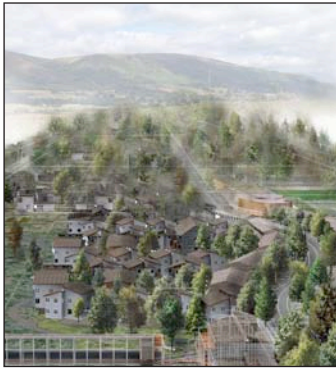


REXIUS REDEVELOPMENT PLAN



Rexius Redevelopment Plan

Final Report

Prepared for:

Rexius Sustainable Solutions

Prepared by:

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CHAPTER I: INTRODUCTION

In west Eugene, the auto-oriented industrial and strip development pattern has for years inspired projects to address the challenges of accessing locations within the city boundaries while streamlining transportation to communities further west. The people of Eugene recognize that W. 11th Avenue, the major thoroughfare through this part of town and the gateway to the western portion of the county, needs improvement. With community dialogues currently underway (the City's Envision Eugene process) to address how Eugene can accommodate 20 years of projected growth, an opportune time for planning projects in west Eugene exists, particularly as these projects could address transportation and land use efficiencies.

A long-time resident of W. 11th Avenue before it was even a major thoroughfare; Rexius Sustainable Solutions (referred to in this report simply as Rexius) has operated from its location at Bailey Hill and W. 11th Avenue for over 70 years. Rexius is a family-owned company that recycles and processes organic waste into usable products such as mulch and compost. The company provides full-service landscape and irrigation installation and maintenance. The company and its leaders are particularly known for their commitment to community, the environment, and sustainable development.

Despite their history on W. 11th, Rexius feels it is time for their operation to move to a new location more suitable for processing organic by products. West Eugene has grown considerably over the last few decades, and Rexius recognizes that its industrial use no longer fits the context of the surrounding area. Rexius believes other types of development could better suit the needs and characteristics of the current and future neighborhoods of this area.

In the spirit of enhancing the W. 11th area by relocating their operations, Rexius contacted the University of Oregon's Community Planning Workshop (CPW) to conduct a site review, identify key planning and development issues, and to develop concept plans identifying redevelopment strategies for their company's current compost facility.

Purpose and Methods

The purpose of this site evaluation was to understand the factors that affect the site physically, politically, socially, and environmentally and to use this knowledge to inform site design concepts. These factors present both opportunities and constraints for redevelopment of the site. The concept plans provide options for how the site might be developed. CPW used the concepts, combined with the site analysis, to identify short-term actions Rexius should take to prepare for redevelopment.

Rexius contracted with CPW to conduct an exploratory study that examines the issues and opportunities related to site redevelopment and to engage the community and learn about their visions for the site. This project had three

components: (1) site reconnaissance; (2) community outreach and site development concepts; and (3) implementation strategies. The final site evaluation provides a framework for redevelopment that is acceptable to the community, that is consistent with local planning policies, and that reflects the values of Rexus.

As a first step, CPW researched site features through ground level observations, prepared documents, and initiated conversations with local experts. Community involvement included 15 interviews, three focus groups, and a community open house. A University of Oregon design studio, integrated CPW's research and community involvement findings into five different design concepts for the site.

The Metro Plan designates lands around the site (see Figure 1) as light and heavy industrial, low and medium density residential, commercial, and government and education land uses. The site, composed of 11 tax lots, is nearly 40 acres in area. Thirty acres of the site (9 of the 11 tax lots) are designated Light-Medium Industrial and zoned I-2 (light-medium industrial). The remaining 10 acres are designated Low-Density Residential and are zoned R-1 (low-density residential).

Figure 1. Rexus Project Site Study Area



(Source: BING aerial maps)

Organization of this report

Following the above project background and overview, Chapter 2: Guiding Principles frame the overall redevelopment objectives. These principles define the project guidelines in order of importance and prioritize value elements for design concepts.

To adequately integrate the Guiding Principles into viable site designs, the site analysis begins with a general overview of notable physical and social features and refines detailed considerations for the redevelopment site. First, in Chapter 3: Study Area describes the study area, as pictured above, and specifies how the

neighborhood context informs redevelopment possibilities. Second, Chapter 4: The Site details characteristics of social and cultural environments, land use, transportation, natural resources, and infrastructure.

Grounding the Guiding Principles in the reality of the planning context, study area, and site frames the issues and opportunities presented by site redevelopment, elaborated in Chapter 5: Issues and Opportunities. The issues and opportunities result from site analysis, interviews, focus groups, and a community open house and describe areas of challenge, encumbrance, potential, and feasibility. Design concepts follow in Chapter 6: Design Concepts and encompass both issues and opportunities within a realistic financial framework.

The report summarizes the implications of these findings and outlines the next steps and implementation strategies in Chapter 7: Implications & Implementation Strategies. The implementation strategies focus on immediate next steps related to obtaining the required land use entitlements for redeveloping the site.

CHAPTER 2: GUIDING PRINCIPLES

The Guiding Principles are Rexius’ articulated values and priorities for the redevelopment of the site. The purpose of developing these Guiding Principles is to provide guidelines that demonstrate Rexius’ prioritized goals. These principles both help shape and narrow the field of potential redevelopment solutions and provide a framework for the process of taking the site from its current use to the ground breaking of its new use.

These Principles are the product of a collaborative process facilitated by CPW. CPW first created a survey for Rexius shareholders to identify their core values. Using survey responses, CPW drafted the Guiding Principles and then worked with Rexius shareholders further to refine and prioritize them. Listed below are the six Guiding Principles and associated strategies. These principles are a result of Rexius’ process of balancing external opportunities with internal values.

PRINCIPLE #1 FINANCIAL FEASIBILITY

- Prioritize financial feasibility, reality, and success
- Focus on both the short-term & long-term financial returns
- Incorporate Triple Bottom Line approaches
- Integrate cost efficiency

PRINCIPLE #2 LAND USE AND CHARACTER

- Develop a model west Eugene community
- Create a distinctive, attractive community
- Create a sense of place
- Employ mixed-use approaches
- Improve housing in West Eugene – affordability, type, quality, variety – and increase density

PRINCIPLE #3 COMMUNITY

- Collaborate with community
- Consider community values

PRINCIPLE #4 TRANSPORTATION AND CONNECTIVITY

- Promote multiple forms of transportation
- Create direct access to transportation
- Create connections through site and to downtown
- Promote walkability

PRINCIPLE #5 ENVIRONMENTAL SITE DESIGN

- Improve quality of Amazon Creek and open space
- Enhance natural habitats
- Respect natural areas
- Xeriscape and use native landscaping
- Treat stormwater
- Consider site permeability

PRINCIPLE #6 ENVIRONMENTAL BUILDING DESIGN

- Consider environmental design elements:
 - Energy conservation
 - Water conservation
 - Non-toxic materials
 - Energy production

Principle #1 Financial Feasibility

- **Prioritize financial feasibility, reality, and success**
- **Focus on both short-term & long-term financial returns**
- **Incorporate Triple Bottom Line approaches**
- **Integrate cost efficiency**

Financial Feasibility as the first principle underscores the need for this project to be economically viable and realistically achievable. While some financial risk at the beginning of the project may be necessary for a long-term return on investment, the degree to which that initial risk is minimized takes precedence. This project focuses on a business application of triple bottom line strategies where the importance of economic success is considered in relation to environmental and socio-cultural investments and effects in the study area. Last, there is a fine balance between designs that incorporate environmentally-friendly or socially-sensitive strategies with realistic or viable business strategies. Cost efficiency as an element of this guiding principle emphasizes the need for design elements to be considered within the project's short- and long-term financial viability.

Principle #2 Land Use and Character

- **Develop a model west Eugene community**
- **Create a distinctive, attractive community**
- **Create a sense of place**
- **Employ mixed-use approaches**
- **Provide housing in character with West Eugene – affordability, type, quality, and variety**

Land Use and Character as the second guiding principle acknowledges the opportunity this project presents to create a distinctive sense of place in west Eugene. Eugene's movement toward creating a more sustainable future establishes a community-wide goal for innovative projects that contribute to that vision. As much as possible, Rexius would like to see this redevelopment project aim for the community's sustainability goals while it enhances the neighborhood around the site. A project that incorporates a mix of commercial and residential uses and that improves the kind of housing available has preference. The emphasis here is on increasing options, variety, and diversity.

Principle #3 Community

- **Collaborate with community**
- **Consider community values**

Community as the third principle acknowledges that the community is what makes a project like this one possible. Community support of Rexius over the years and the company's responsiveness to the community's needs has made for a company that puts high value on this relationship. Planning for redevelopment further incorporates this strong and dynamic relationship at three different levels: (1) with neighbors in proximity to the site; (2) with local and state government

agencies; and (3) with the Eugene community as a whole. Rexius appreciates that the project will meet success if the community supports it. CPW's research included a community outreach program with interviews, focus groups, and a community open house. Information collected during these public involvement strategies is critical in shaping concepts and developing community support.

Principle #4 Transportation and Connectivity

- **Promote transportation options**
- **Create direct access to transportation**
- **Create connections through site and to downtown**
- **Promote walkability**

The fourth principle, Transportation and Connectivity, allows for strategies that alleviate traffic congestion on W. 11th and that provide for alternative solutions to the many challenges presented in the corridor. Concepts that include multiple forms of transportation, such as transit – particularly EmX connections – bicycling, and walking are all attractive approaches. Strategies that link together different transportation modes and that interconnect land uses (such as residential to commercial areas) are preferred. Concepts that enhance the pedestrian environment on and around the site have high value. This principle highlights many of the social aspects of place, including affordability and accessibility, friendliness, and qualities that make an inviting place for people to live.

Principle #5 Environmental Site Design

- **Improve quality of Amazon Creek and open space**
- **Enhance natural habitats**
- **Respect natural areas**
- **Xeriscape and use native landscaping**
- **Treat stormwater**
- **Consider site permeability**

Environmental Site Design as the fifth principle prioritizes care for the ecological resources on and adjoining the site. The natural areas should be respected and their quality enhanced through sensitive site design. Stewardship of the Amazon Creek and careful treatment of on-site wetlands can enhance the value of the neighborhood and signal the environmental values of the project and the people who use the space. Design concepts that incorporate water conservation and wise use strategies are encouraged along with options for site permeability. Bioswales, pavers, economical green roofs, and soil tilled with compost exemplify the kind of environmental site design strategies that allow for cost effective approaches. Designs that acknowledge and even showcase the relationship of the site to Amazon Creek and natural areas are also encouraged.

Principle #6 Environmental Building Design

- **Consider environmental design elements:**
 - **Energy conservation**
 - **Water conservation**
 - **Non-toxic materials**
 - **Energy production**

The sixth guiding principle of Environmental Building Design allows for design concepts that include natural daylighting and ventilation, compost in landscaping, and solar panels. These design elements are part of what signals an innovative and distinctive project that manifests environmental principles of sustainability. Strategic use of these elements is encouraged as they must filter through the five preceding guiding principles. This aspect of sustainability must be carefully weighed with the economic guidelines.

Conclusion

Design concepts that incorporate the elements of the above Guiding Principles will meet Rexius' expressed interest in producing a community-supported and model redevelopment plan for west Eugene. The Principles build on Rexius' long-term relationship with the community, on-going discussions and strategies for improving transportation conditions on W. 11th, and city-driven sustainability initiatives. The potential for redevelopment on these 40 acres within the urban growth boundary comes with the opportunity to present the community with an initial success that showcases collaboration and creativity as a responsive strategy to growth and change.

CHAPTER 3: THE STUDY AREA

While the planning context examines regional and community applied plans, the Study Area establishes boundaries for examining effects of localized systems on the site. The Study Area includes a large enough area to provide a broadly representative comparison to the site. By establishing the Study Area as the broader context comparison, an informed evaluation of site features and characteristics feed identification of salient issues and opportunities for redevelopment.

Location

The study area spans 2.5 miles east to west from the Beltline Highway to Garfield Street, and one mile north to south from 5th Avenue to West 18th Avenue, and extends to include Churchill High School. The boundaries were determined by proximity to the site, traffic patterns, natural areas, land uses, proximity to schools, socioeconomic character, historical context, and neighborhood amenities.

Figure 2. Rexus Project Site Study Area



(Source: BING aerial maps)

Context

West Eugene typifies suburban development patterns where agricultural uses were replaced with auto-oriented uses. The automobile was the primary means of passenger travel in Eugene by the mid-1930s. During the 1950s, most of the residential streets in town were paved, but “in town” was much closer to the downtown core than the 2010 city limits. Consequently, one of the stories of west Eugene features the automobile as protagonist. Communities across the nation had similar stories. At the time, making cities for cars signaled progress. In the early 1960s and 1970s, communities objected to the development of elevated

freeways through established neighborhoods. Eugene built on the efforts of these communities when advocating for neighborhoods in west Eugene instead of more freeway development and successfully halted freeway development in west Eugene. However, plans for preferable alternatives to transportation and congestion challenges in the area have yet to manifest.

Currently, community members wrestle with this west Eugene historic narrative as they orient to the global community challenges ahead. Most people in the community recognize that how we live and move about the community has positive and negative effects on the places and people around us. The City government emphasizes movement to a more sustainable future, which requires that we rethink how we live in, move through, and develop our city. The challenge presented by history asks us to identify, acknowledge, and reflect this historical understanding in how the community responds to change.

Demographic characteristics

Racially, the neighborhood is fairly homogeneous with 84% of the population identifying as white. Asian and Hispanic or Latino populations are the next highest percentage of identified groups in the neighborhood, each comprising 3.5% to 4% of the Census Block Group population.¹

The neighborhood supports affordable housing options and types that allow for people of all ages to live in the neighborhood. Housing units occupied by owners out number renter-occupied units by 4.6% (52% vs. 48%). Predominately these owners are married couples, ages 35-44, and of two-person households. Renter-occupied housing units are also predominately married couples, ages 35-44, but with a higher percentage of three-person households.^{2 3}

Land Use

CPW's land use review of the project study area includes an overview of regulatory designations and neighborhood assets. As mentioned in the planning context chapter above, the site study area falls under the jurisdiction of the Eugene-Springfield Metro Plan and the City of Eugene zoning designations. In this section we briefly describe the designations as related to the study area, and specify current land uses, building types, and surrounding amenities.

Plan Designation

The Metro Plan designates lands in the study area as light and heavy industrial, low and medium density residential, commercial, and government and education land uses. Refer to the Metro Plan diagram located in Appendix A for specific locations of Metro Plan land designations of the site study area.

¹ U.S. Census Bureau, Census 2000 Redistricting Data (Public Law 94-171) Summary File, Matrices PL1, PL2, PL3, and PL4.

² U.S. Census Bureau, Census 2000 Summary File 1, Matrices H11, H12, and H17.

³ U.S. Census Bureau, Census 2000 Summary File 1, Matrices H4, H15, and H16.

Zoning Designations

Neighboring zoning designations include Low and Medium-Density Residential, Commercial/ Industrial, and Light Industrial, with a Water Resources Conservation Overlay zone near Amazon Creek. Specifically, Amazon Creek and the commercial strip of W. 11th border the north edge of the site. Light industrial, commercial, and residential uses border the east edge. The south edge abuts residential uses, and more light industrial uses border the site to the west. Synopses of development patterns for Medium-Density Residential and Commercial/Industrial follow.

Land Uses

Existing land uses within the study area include a variety of commercial, light industrial, and residential uses, as well as schools, parks, and open space. Big box stores, chain restaurants, and small-scale industrial uses define the W. 11th corridor. More industrial uses spread to the north of W. 11th, and primarily residential uses occupy the area from W. 11th south.

The development pattern around the site primarily expresses auto-oriented uses. Wide roads, heavy traffic, and non-continuous sidewalks characterize the commercial area. Schools and parks exist in the neighborhoods around the site, generally at some distance or disconnected from the commercial areas. Table 1 generally summarizes these surrounding neighborhood uses. For more detail on the kind of uses and a list of other businesses in the area, please see Appendix A.

Table 1: Neighborhood Amenity Summary

Type of Amenity	Number in the Area	Number within .25 mile of the site
Grocery/Food	7	1
Schools	11	
Restaurants	18	6
Medical	1	
Public	1	
Parks	5	
Recreation	1	

(Source: Walkscore.com)

BUILDINGS & AMENITIES

Commercial areas along W. 11th saw little development in the late 1960s and 70s when most of the residential areas grew. (See Appendix A for a series of aerials that capture historic development patterns.)

On average residential neighborhoods bordering the site were built in the 1970s and consist of three bedrooms, 1.5 baths homes and one to three bedroom apartments. Current house values range from roughly \$100,000 for a two

bedroom condo to roughly \$200,000 for a 3 bedroom, 1.5 bath single-family dwelling.⁴

PARKS & NATURAL RESOURCES

The Eugene Parks and Open Space Project and Priority Plan identifies parks, wetlands, and the Fern Ridge Trail as major neighborhood assets in the west Eugene area. The study area contains six parks ranging in size and scope from small neighborhood parks with basketball courts and playgrounds to larger open space parks with nature trails. Figure 3 shows parks, open space, schools, and trails. Appendix A contains a detailed description of parks and their amenities.

Figure 3. Eugene Parks and Open Space



(Source: Eugene Parks and Open Space)

Conclusion

The primary land uses adjacent to the Rexius site are light industrial, commercial, and residential. Many of the businesses are chains and are concentrated along the W. 11th corridor. Generally, this commercial strip is isolated from residential neighborhoods and both automobile and pedestrian connections are lacking. Development possibilities in concert with the visions of the Metro Plan and the Eugene Parks and Open Space are highly possible on the Rexius site.

Transportation

The transportation review included a general evaluation of infrastructure and character. Major routes in the study area include Beltline Highway to the west and Bailey Hill Road to the east with W. 11th Avenue and W. 18th Avenue as the north-south roadway focus. The area supports driving, cycling, walking, and transit as transportation modes. We describe transportation infrastructure and safety elements on main streets and pathways based on traffic congestion, access management – or the frequency of curb cuts across sidewalks and turning from traffic lanes to mid-block destinations – and accident rates. Results from a walkability audit in the Study Area assess relevant conditions for cyclists and

⁴ Lane County Assessor and Taxation

pedestrians. Together, these evaluative vectors describe the general character of transportation infrastructure, use, and safety in the Study Area.

History

Eugene followed national trends in post-war development patterns by rapidly expanding residential areas, paving and increasing capacity on roadways, and locating businesses along automobile corridors. In west Eugene, two different proposed Highway expansions – the Roosevelt Freeway, in the 1960s, and the West Eugene Parkway, in the 1980s – caused significant controversy. The community effectively halted work on these projects and in 2005 initiated a community-driven collaborative visioning process, the West Eugene Collaborative (WEC), to address transportation and land use challenges.

Like aborted freeway expansions, transit had a bumpy road to travel through its history in Eugene. Eugene's only local motorized bus system survived the Depression and WWII, but it struggled. To keep service running, drivers bought the business in the late 1940s and turned it into a cooperative. In 1958, they formed the Emerald Transportation system and bought 20 VW minibuses for the fleet, which served Eugene for much of the 1960s. Lane Transit District (LTD) was established in 1970 with 18 buses and two vans. In 1996, planning for Bus Rapid Transit – Emerald Express (EmX) – began, and in 2004 the company broke ground for these routes.

Surrounding Transportation Infrastructure

The West Eugene Collaborative spent two years analyzing the current conditions of West Eugene, of which the Rexius site is a part. Their findings related to the transportation conditions of the area are as follows and inventory of the roads comprising the transportation infrastructure can be found in Appendix B of this report.

CAR AND TRUCK DRIVERS

On a typical day, nearly 25,000 cars and trucks travel W. 11th Avenue past Bertelsen, and traffic can be congested during peak travel times. Vehicles entering and exiting W. 11th businesses add to traffic trying to get to points east and west.

W. 11th Avenue is congested, in part, because it is the major transportation corridor from downtown Eugene to Florence and areas in between. In addition, W. 11th is congested because the large amount of commercial and retail trade draws people from all over the region.

The pattern of land uses has largely determined the volume and type of traffic. Segregating different types of uses—residential, commercial and industrial—tends to increase the length and number of trips. The desire for more affordable homes also leads some to live in outlying communities such as Veneta, increasing commuter trips along Highway 126/W. 11th Avenue.

W. 11th Avenue was not designed to handle the traffic it is currently carrying. Frequent signals and intersections slow down the smooth flow of traffic. And

numerous driveways in and out of business along W. 11th Avenue result in stop and go traffic in the outside lanes whenever a vehicle leaves or enters along a driveway.

There are few practical alternatives to using W. 11th Avenue. Between Roosevelt Boulevard to the north and West 18th Avenue to the south, no streets span the entire distance West 11th Avenue spans.

In contrast several streets span the entire distance between downtown Eugene and Garfield Street, including West 6th/7th, West 11th/13th, West 18th Avenue, West 8th, Broadway (9th), 10th and 12th.

Traffic concerns continue west of Eugene along Highway 126. The City of Veneta has expressed concern for years about the condition of Highway 126, the lack of shoulders or a bike lane for cyclists, the growth in traffic volume and accidents, and the increasing unreliability in travel time between Veneta and Eugene-Springfield. A single accident can close the road for hours, requiring lengthy detours and snarling traffic at both ends of this designated Priority 2 emergency route.

TRANSIT

According to LTD, delays for public transit along W. 11th Avenue are two-fold, resulting in poor service for bus riders and higher costs for the Lane Transit District. First, traffic along W.11th Avenue slows down buses, resulting in slower service. Second, the longer it takes a bus to complete an entire route, the more buses LTD must run in order to maintain a desired frequency of service, thus increasing LTD costs.

Figure 4. Average Daily Traffic (ADT) Counts



(Source: City of Eugene)

BICYCLISTS AND PEDESTRIANS

The Fern Ridge Path is one of the jewels of the extensive Eugene-Springfield area bicycle system. Bicyclists use it to commute to and from work or school and for recreation. While the Fern Ridge Path serves as a fast and pleasant bypass around the traffic congestion along W. 11th Avenue, access to businesses on W. 11th Avenue can be difficult and even dangerous.

For pedestrians, including riders getting on or off buses, W. 11th Avenue is similarly forbidding. Sidewalks are narrow in spots, leaving a pedestrian caught between fast traffic on one side and buildings built close to the street on the other. In other spots, sidewalks are adequate but are separated from stores and other business by expansive parking lots. Additionally, there are no sidewalks at all along some sections of W. 11th Avenue, which is not in compliance with the American's with Disabilities Act (ADA) standards.

In brief, all modes of travel have issues with the W. 11th Avenue/Highway 126 corridor from Eugene west.

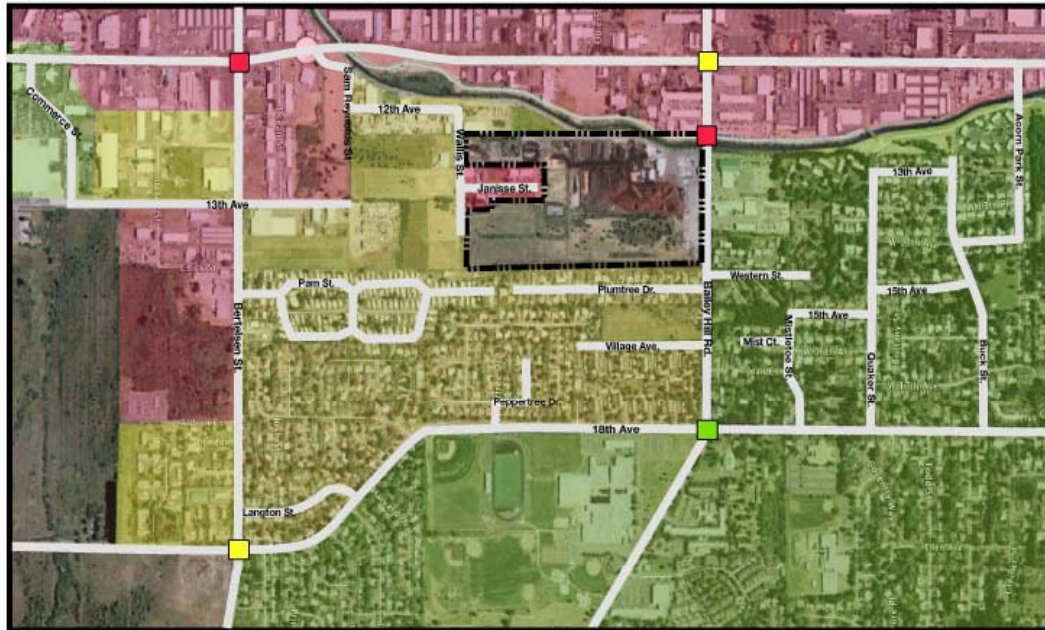
Walkability Audit

A walkability audit assesses how likely residents of an area will walk or ride a bike to everyday destinations. Generally speaking, walkable neighborhoods have a center or destination point for pedestrians, residential character or density that supports walking to businesses and using public transportation, and an interconnected street or path network that allows residents easy access and multiple routes to local destinations.

CPW conducted a walkability audit within the Study Area to rate the efficiency and relevance of transportation infrastructure from the perspective of pedestrians and cyclists. These area assessments examine sidewalk quality and continuity, bike lanes or paths, crosswalks, lighting, street landscaping and buffering, safety features, built environment character, and aesthetics. CPW initiated evaluations from five different residential areas surrounding the Rexius site. Each CPW team member had four destinations to reach from her or his designated residential area: the nearest grocery store, nearest coffee shop, Churchill High School, and the nearest park.

CPW compiled results into eight walkability posters that rate major street segments and one residential neighborhood. Please see Appendix B for individual poster details. Figure 5 summarizes the walkability audit findings.

Figure 5. Walkability Audit Summary Findings



(Source: CPW Research Team)

Green shaded areas express a favorable pedestrian environment, yellow areas indicate some positive walking features with some challenging attributes, and red areas signal inhospitable pedestrian and cycling environments.

Conclusion

The surround transportation infrastructure presents a variety of problems for all modes of travel. The congestion, frequent signals and access management issues create problems for automobile travelers in the area. Moreover, the lack of alternative routes exacerbates the problem. Pedestrians are forced to walk in dangerous environments with non-existent, discontinuous, or unbuffered sidewalks. The Fern Ridge Path provides needed relief from these conditions for cyclists and walkers to recreate and commute although elements of the Path come with specific safety and access considerations. Minimal access points to residential areas and businesses on W. 11th create pockets of walkable environments that disconnect residents from ways to safely or efficiently reach neighborhood services. In brief, all modes of travel have issues with the W. 11th Avenue/Highway 126 corridor from Eugene west.

Natural Resources

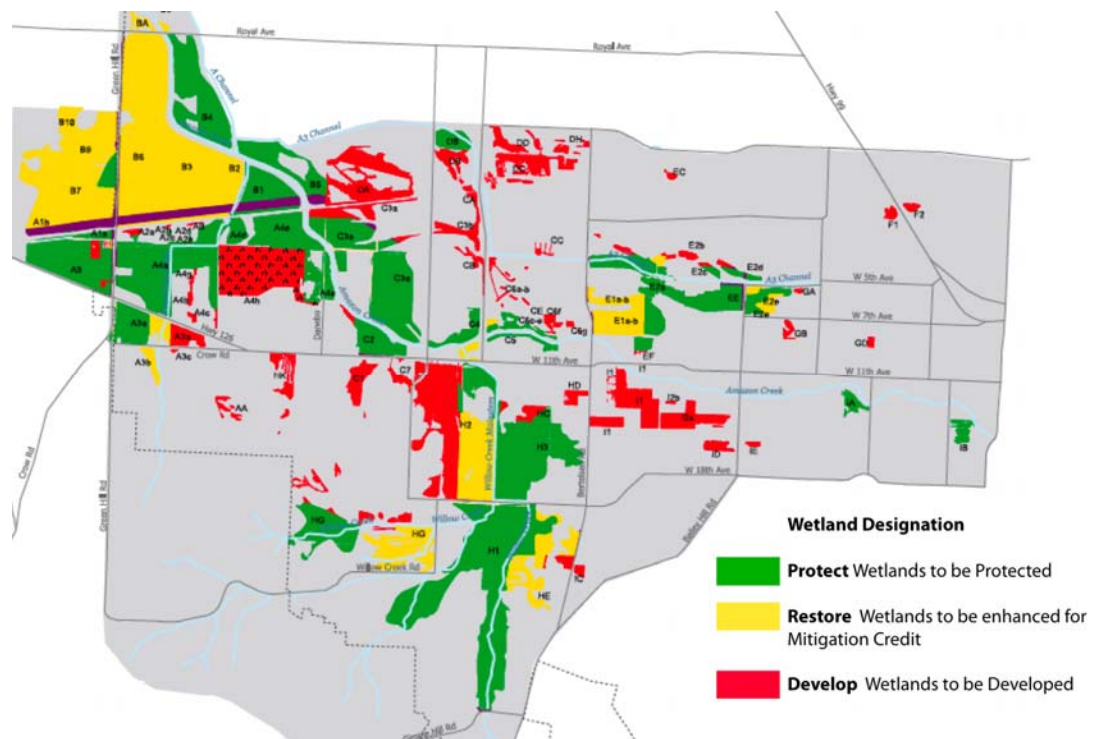
The most noteworthy natural resources in the Study Area are the West Eugene Wetlands and the Amazon Creek. These two naturally occurring features contribute to the environment's ecological health and to the community's desire to connect with natural open spaces for recreation, social interaction, and educational opportunities. Many of the local residents in the West Eugene neighborhoods and visitors to the area cherish these two natural features and the ability to connect with them visually and physically.

Wetlands

The West Eugene Wetlands system consists of nearly 3,000-acres of complex wetlands and associated uplands. Conservation and restoration plans for these wetlands began in the early 1990s by the West Eugene Wetlands Partnership with a vision to achieve a balance of development needs and environmental values. See Figure 6 for a map of the West Eugene Wetlands.

The West Eugene Wetlands Plan identifies three classes of wetlands: Protect, Restore, and Develop. Full-functioning wetlands have the proper mix of water, soils, and wetlands plants. However, some wetlands have greater value than others. Healthy, valuable wetlands in west Eugene should consist mainly of wet prairie, a grass- and wildflower-dominated habitat type. This habitat type was historically common in the Study Area but is rare today. Less than a quarter of the total acreage of the West Eugene Wetlands are considered low-value and, therefore, can be developed through a City of Eugene permitting process and the purchase of mitigation credits from an approved wetland mitigation bank. These banks are part of a program that maintains a viable, contiguous wetland system within the southern Willamette Valley.

Figure 6. West Eugene Wetland Map



waterway is in a more naturalistic setting with meandering side slopes, it is referred to as the Amazon Creek.

Before any development of Eugene as a city, the Amazon Creek was a natural drainage course from Eugene's South Hills to the Long Tom River. In the 1950s the Army Corps of Engineers performed major construction on the creek's channels, intending to increase mitigation of stormwater flow from surrounding developments and prevent flooding. It flows north and west until it eventually splits, having the majority of its flow directed to Fern Ridge Reservoir and the remainder North to the Long Tom River. Both routes flow into the Long Tom and eventually enter the Willamette River north of Eugene. The South Hills and the Willamette River bound the stream corridor. The Amazon Creek is considered to be one of the five major natural landmarks in the Eugene area.

A number of segments of the Amazon Creek have undergone major enhancement efforts starting with the Amazon Creek Enhancement Project in 1996. The restoration projects included channel widening, levee removal, addition of side channels, and riparian and wetland restoration.

Conclusion

The West Eugene Wetlands and the Amazon Creek are jewels in the West Eugene community. Numerous efforts and projects have been done to enhance these natural features and make them the invaluable amenities they are today.

Summary

The Study Area provides demographic, land use, transportation, and natural resources context to frame site-level details. Historically, west Eugene accommodated the outward growth of the city, an easy area to develop with flat terrain and swaths of commercial zones along the major roadway. Because of substantial areas of developable space available during boom years, businesses with large square footage and parking lots to accommodate commercial use of those many square feet proliferated. Residential areas filled in south of the commercial and industrial district, partially engulfing industrial uses that had long existed outside of town. To service and move the people busy in this segment of town, automobiles multiplied commensurate with growth in the area, and natural areas fell victim to degradation and engineered control. Together, land use and transportation begat the lineage of auto-dominant, sprawling, and large-square footage uses that typify the area today.

The following chapter provides site-specific data that completes the necessary description and framing of the site.

CHAPTER 4: THE SITE

The site-level study addresses physical and social features that pertain to the location of redevelopment. While the Study Area provides broad context for understanding the factors that affect the site, the site itself has a definable identity within the west Eugene area. The follow sections detail the pertinent characteristics on the site.

Location and Acreage

The Rexius site lies west of Bailey Hill Road, south of W. 11th with Amazon Creek forming the northern border of the property. The southern lots that comprise the property remain undeveloped with wetlands and border the residential areas along Plumtree Drive. Wallis Street forms the site's western property boundaries. The site includes 11 tax lots totaling 39.73 acres.

Immediate Context and History

The current Rexius site has been in Rexius ownership for over 70 years. For nearly 40 years, this site was in the country or on the western outskirts of Eugene. In the latter half of the 1960s, residential development advanced to the east and south of the site while commercial developments slowly replaced agricultural uses to the north. By the 1990s, commercial areas filled in with many of the current uses, generally characterized as big box commercial and auto-oriented uses.

Amazon Creek runs along the northern portion of the site, and a bike path follows the Creek's northern bank. North of the bike path, commercial businesses operate on W. 11th Avenue. Immediately east of the site lies the Rexius corporate offices. Other uses east of the site include industrial-type businesses and multi-family residences. Single-family homes form the southern boundary of the site oriented around Plumtree Drive. The far southwestern portion of the site is bounded by mobile home residences oriented around a private road. Wallis Street, which forms the western boundary of the site, has some light industrial uses. Businesses along Janisse Street, which extends into the site from the west, include light industrial uses: coffee roasters, yurt manufacture, and shop facilities. The stub of Dani Street, which forms the

Figure 7. Site and Context 1936



(Source: University of Oregon, Knight Library)

eastern terminus of Janisse Street, also functions as a parking and camping area for homeless people.

Figure 8. Site and Context 1994



(Source: University of Oregon, Knight Library)

In the 1930s most of Eugene's notable services were much closer to the downtown core than the Rexius site where Sol Rexius operated Rexius Fuel Service. Much of west Eugene industry focused on mill work and agriculture. The mills ran successfully trying to keep pace with the demand for lumber needed in the nationwide housing boom. Along with increased population, Eugene saw steady growth in its agricultural industry to supply food for the community and region. A need for agricultural help catalyzed the immigration of Mexican workers. The 1950s agricultural boom also brought an influx of Asians to town.

The Rexius site had no residential neighbors during the 1950s and 1960s with two exceptions. First, demand for housing could not meet need generated by the post-war population boom. Shantytowns sprang up west of town where many people lived until more permanent housing became available. Second, near Bailey Hill and W. 11th, another shantytown established. In this community, African Americans, who had been evicted from Tent City near the Ferry Street Bridge, created a cohesive community despite the absence of sewers and wells.

Land Use

The site, which is composed of 11 tax lots, is nearly 40 acres in area. Thirty acres of the site (9 of the 11 tax lots) are designated Light-Medium Industrial and zoned I-2 (light-medium industrial). The remaining 10 acres are designated Low-Density Residential and are zoned R-1 (low-density residential). The two tax lots zoned for residential use are located in the southernmost portions of the site. The north edge of the site borders Amazon Creek and is in the /WP- Waterside Protection Overlay Zone. Figure 9 shows the zoning designations and overlay zone.

This map is based on information provided by the City of Eugene and is not intended to be used for any other purpose. The City of Eugene is not responsible for any errors or omissions on this map. The City of Eugene is not responsible for any errors or omissions on this map.

City of Eugene Planning Department
2024-01-01

Zoning Designations ⁵

Lands zoned light-medium industrial allow secondary processing of materials into components, the assembly of components into finished products, and warehousing. These activities are generally located indoors (except Rexius) and have a relatively small exterior impact. Code requires a minimum setback of 10 feet if the site abuts a natural resource zone or residential zone, and states no maximum building height.

Low-density residential allows single family dwellings and a limited range of non-residential uses. Maximum building height is 30 feet for the main building and maximum density is 14 units per net acre.

The /WP Overlay Zone seeks to protect water quality, riparian areas, and adjacent wetlands by maintaining a setback. Amazon creek is a perennial waterway, requiring a minimum buffer setback of 60' from the top of the bank where it is within the floodway and 40' where it is outside the floodway. Figure 8 below in the Natural Resources section of this chapter shows the overlay zone on the

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Rexius site. Specific practices are not allowed in the /WP Overlay Zone. Examples include storage of chemical herbicides, pesticides or fertilizers or other toxic materials; dumping of refuse or compost; construction of septic drainfields; and channelizing or straightening of natural drainage-ways. Activities such as removal of refuse, removal of non-native or invasive plant species, and planting of native plants are allowed with a permit.

Conclusion

Current zoning regulations on the site allow for industrial and low-density residential uses. Rexius' experience indicates the proximity of these two uses is challenging. The /WP Overlay Zone restricts some use on that portion of the site and should be considered in development concepts.

Transportation

The site has minimal existing transportation infrastructure, but generates significant traffic from its operations. Planned transportation linkages allow for the alignment of a street, possible transit routes, and a pedestrian bridge related to transit infrastructure designs.

Circulation – Existing and Planned Transportation Linkages

Existing transportation infrastructure related to the site includes two roads, one bike path, and two intersections. Bailey Hill Road – with an average daily trip count of 13,600 (south of W. 11th) – is the primary through roadway with public access to the site. Bailey Hill Road supports modes of transportation from pedestrians to buses and semi-trucks and functions as a critical link from W. 11th Avenue to 18th Avenue. The site can be accessed on the west side by Wallis but that route is not commonly used by Rexius. While not directly on the site, the Fern Ridge Path creates an active transportation thoroughfare directly to the north. The closest intersection to the site is the bike path crossing, which includes a signed and striped crosswalk, pedestrian refuge, and yield signs for path users. Further to the north, the signalized intersection at W. 11th provides left- and right-turn access onto W. 11th as well as crossing opportunities. From W. 11th, the intersection receives heavy use of the left turn lane to access Bailey Hill Road.

WEST 13TH AVENUE

The W. 13th Avenue connection through the site to Bailey Hill Road appears in TransPlan and allows for flexible alignment of the street. Any redevelopment application will need to include W. 13th Avenue alignment through the site—which will also serve to relieve some pressure on W. 11th.

EMX

In 2007 a Bus Rapid Transit (BRT) system began operations between downtown Eugene and Springfield. The western reach for the BRT line, also called EmX, terminates at W. 10th Avenue and Olive Street in downtown Eugene. LTD plans to connect the west Eugene EmX route primarily on W. 11th Avenue.

Planning for the West Eugene EmX Extension has been underway for several years. Currently, plans include route alignment along W. 11th with stops located

at Bailey Hill Road, mid-block at Wallis Street, and at Bertelsen Road. Major transit stop locations include Seneca Street – one block east of the site – and Belt Line-Commerce Street – one block west of the site. Transit plans do not currently consider a W. 13th Avenue route between Bailey Hill and Bertelsen or Belt Line Roads. Existing EmX plans for W. 11th include pedestrian access from W. 11th across the Amazon Channel that connects with Wallis Street at the western boundary of the redevelopment site. However, EmX could potentially use this new segment of W. 13th Avenue as an inbound or outbound route to a station terminus at Belt Line.

Traffic Counts from Site

Local site trip generation comes exclusively from Rexius Sustainable Solutions business. These trips include customers, employees, and an array of operations-related vehicle trips from small automobiles to semi-trucks. Rexius estimates average trips at the site at a little less than 67,000 trips per year, or 183 average daily trips. The most substantial portion of these trips derive from community members using the yard waste dumping facility – estimated at 40,000 trips per year. All other trips –which include semi-trucks, baggers, landscape vehicles and employees – are estimated at 26,600 per year.

Conclusion

The relative dearth of existing transportation facilities and the small number of current average daily trips allow for the development of planned on-site transportation infrastructure to accommodate projected growth. The presence of multiple transportation modes allows for a variety of facility options that support cycling and walking, transit, and auto use.

Natural Resources

Water, the most significant natural feature on the Rexius site, continually affects the site with the Amazon Creek and naturally occurring wetlands, and significantly affects it during the annual rainy season. Hydric soils further compound the effect of stormwater on the site due to the soil's lack of permeability. Other naturally occurring features such as topography and vegetation present few significant characteristics. Consequently, this chapter focuses on features relating to water and stormwater. Other less significant features are expanded upon in Appendix C.

Amazon Creek

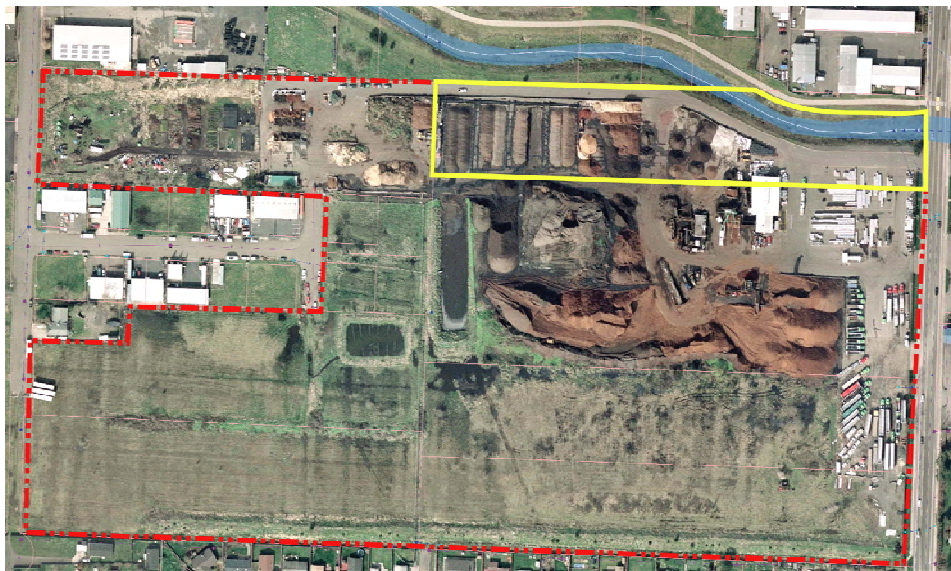
The Metro Waterways Study of the Eugene-Springfield Metropolitan Region addresses the section of the Amazon Creek between Bailey Hill Road and the Pacific Southern Railroad Bridge. This section encompasses a small portion of the northeastern corner of the Rexius site. The Amazon Creek was formally channelized by the Army Corps of Engineers who built on early maintenance strategies then in practice. As a result, these practices produced a channel that is relatively straight and flat with few riffle/pool structures. More recently, the Amazon Creek Enhancement project successfully widened the creek in several locations and added willows and other plantings to increase the creek's hydraulic complexity. This enhancement project additionally introduced large angular

basaltic riprap to the creek bottom to reduce flow velocities, reduce channel incision and improve the aggradation of this section of the creek. These enhancements have significantly improved the ecological and water quality of Amazon Creek.

/WP: WATERSIDE PROTECTION OVERLAY ZONE

The tax lot located in the northeastern section of the Rexus site and directly adjacent to the Amazon Creek is zoned with a Waterside Protection Overlay (/WP) (Figure 10). Chapter 9.4700 of Eugene's Metro Plan states the purpose of the /WP overlay zone is "to protect water quality in designated waterways, riparian areas, and adjacent wetlands by maintaining an undeveloped setback area between these features and adjacent developed areas. Maintenance of this setback area is also intended to protect wildlife habitat and prevent property damage from storms and floods." This direction from the Metro Plan identifies an area of the redevelopment site that must include natural resource treatments.

Figure 10. Tax lot with / WP Overlay Zone within Rexus site



/ WP Overlay Zone is outlined in yellow.

(Source: Lane Council of Governments GIS files)

Wetlands

The Rexus site contains 14.05 acres of wetlands. The West Eugene Conservation Plan Inventory designated these wetlands as 'Develop (Future Fill)'. See Figure 11 for a map of wetlands on the Rexus site. Therefore, these wetlands are considered of low value and can be developed following the purchase of wetland credits from an approved mitigation bank and the correct permits obtained from the Oregon Department of State Lands.

Figure 11. Wetland Areas on Rexius Site



(Source: West Eugene's Wetland Plan. Map 3: Wetland Designations Map)

MITIGATION BANK

Compensation for the development of a 'Develop (Future Fill)' wetland must be made to a mitigation bank. Oregon Department of State Lands details the use of mitigation banks in the Wetlands/Waterways Removal-Fill Law: "This bank is a business venture in which a large wetland is restored to generate wetland credits for sale to offset unavoidable wetland impacts from development. Each bank has a service area in which it may sell credits, subject to approval of each removal-fill permit. State and federal regulatory agencies oversee bank plans and release credits to the banker only after the bank meets performance measures. To determine whether bank credits are available for a specific development, contact the banker(s) whose bank service areas overlap with your project location." Should the redevelopment include developing wetlands, mitigation bank credits, as described above, would need to be purchased at an equivalent credit rate to compensate for the lost wetlands.

Soils

According to the United States Department of Agriculture's Natural Resources Conservation Services web soil survey, three soil types are found within the site boundaries: '85- Natroy Silty Clay Loam', '87- Natroy-Urban Land Complex', and '106A- Pengra-Urban Land Complex, 1 to 4 percent slopes' (see Figure 12). All three of these soils are hydric soils. Hydric soils are formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper soil layers. These upper soils are prone to future flooding and ponding as well. Further compaction from industrial use may further worsen the ability for stormwater runoff to percolate into these soils.

Figure 12. Map of Soils Found in Rexius Site



(Source: Natural Resources Conservation Services, Web Soil Survey, National Cooperative Soil Survey)

Natural Hazards

According to the Eugene/Springfield Multi-Jurisdictional Natural Hazards Mitigation Plan, several natural hazards could affect this region of the southern Willamette Valley. For the purposes of this study, this document primarily focuses on hazards that could be an issue for the study area and site: floods and winter storms.

FLOODS

Two major types of flooding could occur on this site: riverine and urban flooding. Riverine flooding occurs when water overtops the banks of a naturally occurring waterway, and urban flooding is most often caused by inadequate stormwater drainage.

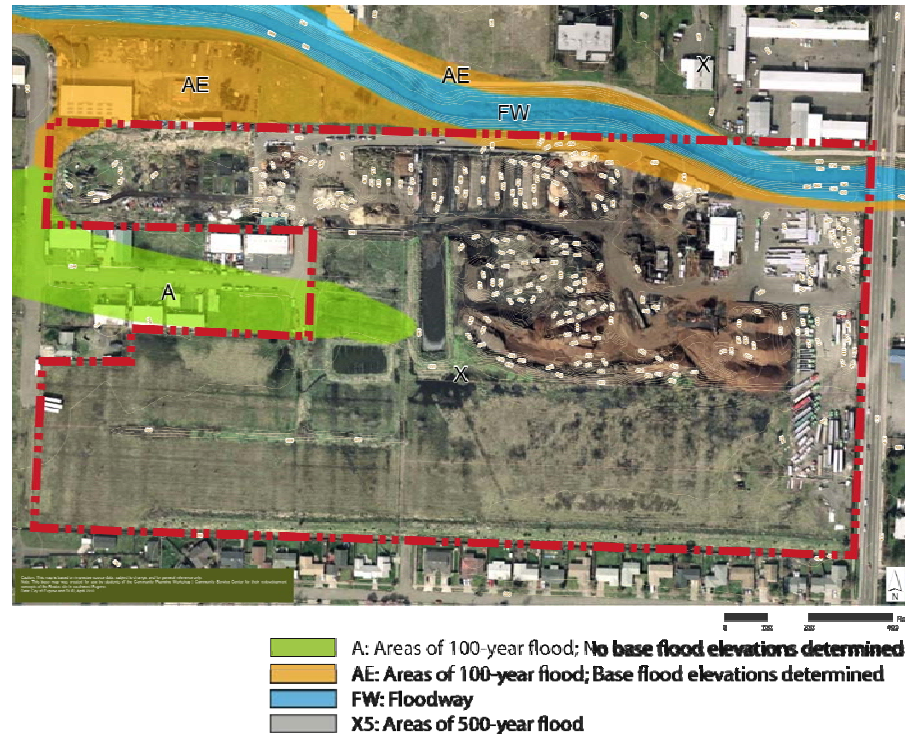
The majority of serious flooding occurs in December and January and is typically associated with conditions of prolonged rainfall and rapid snowmelt on saturated or frozen ground. The site is subject to flooding in the northern portion of the property from the Amazon Creek. This small portion of the site sits in Zone AE, which is inside the 100-year flood zone. The 100-year zone is defined as an area that, annually, has 1% or higher chance of being affected by a higher magnitude flood called the 100-year flood. The rest of the site sits in Zone X, which is outside of flood danger (see Figure 13).

WINTER STORMS

Winter Storms in the Eugene area are characterized by a combination of heavy rains and high winds, which can primarily result in flooding and tree falls. Virtually every area of Eugene is susceptible to winter storm damage. Winter storms could

likely occur in Eugene within a 10- to 35-year period. These storms are defined as causing at least one major emergency or disaster. For this site, storms could manifest as floods, debris slides and landslides, and loss of electric power or access to roads and buildings from high winds and tree fall. High windstorms occur yearly. While more destructive storms occur once or twice per decade, events such as the 1962 Columbus Day storm are only thought to have a 100-year recurrence.

Figure 13. FEMA flood hazard zone designations



(Source: Federal Emergency Management Agency floodplain zones, Eugene)

Climate

The Eugene area has a relatively mild climate throughout the year characterized by cool, wet winters and warm, dry summers – a Mediterranean climate. The growing-season of this region is long, but summer irrigation is often required during the dry months. The predominant amount of rainfall occurs during the winter months (typically 50 percent from December to February). Snow does not tend to play a significant role in the Eugene area although it will typically fall annually.

Conclusion

Water contributes much of the distinctive character of the Rexus site. Rainfall and creek waters interact with hydric soils on this site, which could experience some effects from natural hazards. City, state, and federal laws place restrictions

on development in and around the Amazon Channel and existing wetlands to encourage natural stormwater, habitat, and other environmental functions.

Utilities Infrastructure

The Rexus site lies in close proximity to existing urban infrastructure for storm water services, water, electricity, natural gas, wastewater, and sewers. Developed lots surround the site and include commercial, residential, and industrial uses, all of which make use of these urban services. Given the location of the Rexus site within the infrastructure grid, these systems are within easy access for connections required by redevelopment.

The City of Eugene provides storm water services to the community. Treatment of storm water on site will be important for the health of the Amazon Creek and should be considered a necessary addition to the infrastructure of the site. Figure 12 displays the storm sewer lines in proximity to the site. Bailey Hill Road has two lines that take storm water runoff north to the Amazon Creek. To the west, storm water infrastructure exists on Wallis Street and Janisse Street. A storm line connection from Plumtree Drive to the south and Amazon Creek to the north divides the site in half.

Water & Electric

The Eugene Water and Electric Board (EWEB) provides water services to the site. The existing infrastructure appears to have capacity to serve redevelopment of the site with the presence of a pump station located south of the site along Bailey Hill Road. EWEB also services the electrical infrastructure surrounding the site. The existing electrical infrastructure appears capable of handling redevelopment and potential electrical use needs associated with land use and zoning changes on the site.

Natural Gas

Northwest Natural Gas services the site. The existing infrastructure around the site could adequately support redevelopment.

Wastewater & Sewer

The City of Eugene provides wastewater and sewer services to the west Eugene community. The area around the site is currently well served by existing sewer lines. Re-designation of the site would increase the system's millions of gallons per day of wastewater that flows from the site, resulting in growth related capacity issues. Given current uses on the site and in the area, these existing sewer lines could handle much of the wastewater capacity produced by any potential change of use on the site.

Figure 14 displays the existing water and wastewater infrastructure on and around the site. Bailey Hill Road has waste lines that flow south to W. 18th Avenue. The residential neighborhood south of the site oriented around Plumtree Drive has two lines servicing both sides of the street flowing east. The services for Plumtree Drive and Janisse Street connect to Wallis Street flowing north, which connects to W 12th Ave and on to W. 11th. Limited connections

across the site suggest that these lines will need to be extended and/or upsized to serve future uses within the site.

Figure 14. Storm and waste water lines



(Source: Lane Council of Governments GIS files)

Conclusion

The Rexius site has access to a full range of city utilities. The proximity of the site to existing urban infrastructure allows for relatively low cost extensions to serve new uses on the site. In addition, a proposal for W. 13th Ave to go through the site could include any necessary upsizing adjustments needed for the increased capacity.

Summary

Site-level analysis includes an overview of historical trends related to the site and follows with data and descriptions of land use, transportation, natural resources, and utilities infrastructure. By drilling down to the specifics of the site through each of these elements, the descriptive foundation exists to substantiate the findings contained in the following chapter detailing issues and opportunities for redevelopment on the site.

CHAPTER 6: IMPLICATIONS

Through site research and community input, the following implications arise related to the Rexius site and its redevelopment potential. Some implications have the potential to halt redevelopment of the site while other can be seen as opportunities uncovered by the research. The implications fall into the categories of: 1) Land Use, 2) Transportation, 3) Natural Resources, 4) Utilities Infrastructure, and 5) Social Environment with this last category being a discussion more than specific implications.

The design concepts in the next chapter of this report have considered these implications, except *Transportation Infrastructure and Trip Caps*, and incorporated elements to address the topics below.

Land Use

METRO PLAN AMENDMENT AND ZONE CHANGE

The Rexius site is currently designated as Light-Medium Industrial and Low Density Residential under the Metro Plan, and zoned as I-2 and R-1 in the City of Eugene Zoning, which limits uses on the site. I-2 zoning permits auto repair and manufacturing, small amounts of office related to the manufacturing, and a small amount of eating and drinking establishments. No more than 20% of floor area may be allocated towards the office and eating and drinking establishments. No residential uses are permitted but horticultural uses, churches, libraries, athletic facilities, and government uses (e.g., fire station) are permitted. R-1 zoning permits dwellings at a density of up to 10 units per acre and a very limited range of non-residential uses.

To redevelop the Rexius site with mixed use commercial, higher density housing, or a major transit center, both a plan designation change and zone change are necessary. These changes will require a legislatively processed plan amendment, which can take several months to a year to complete and requires City Council approval. However, the recently completed Eugene Comprehensive Land Assessment (ECLA) process showed that there is a surplus of industrial land in the UGB which is favorable to this site being rezoned.

After reviewing the limitations of the present zoning designations and considering the potential of the Rexius site toward meeting city and metro plan goals, viable options for changes in zoning designations include C-2 Community Commercial, R-2 Medium-Density Residential, and R-3 Limited High-Density Residential. These zones could work with a PUD overlay to provide increased flexibility.

Other options include Opportunity Siting, a program adopted by the city to identify key sites around the city where infill is appropriate, and to encourage more dense development⁶. Additionally, a Special Area zone could be employed and has the advantage of customizing the code to fit the intent of the site plan.

⁶ Infill/ Opportunity Siting. City of Eugene www.eugene-or.gov

This approach would require a separate legislative process to develop and review the new zone.

Eugene is currently in the Envision Eugene planning process in which the City will make decision about how to accommodate for the projected population increase of 35,000 people over the next 20 years. Coordination with Envision Eugene could be beneficial to Rexius and provide a unique opportunity to highlight the value of the site and elevate it in the eyes of the Eugene City Council. Coordination with Envision Eugene could make the plan amendment more seamless. City staff indicated that the Rexius redevelopment does not have to be on the exact timeline of Envision Eugene for coordination to be successful.

STRENGTHEN IDENTITY IN THE AREA

The pattern of land uses that exist around the site have taken on a strip commercial, industrial, residential and natural features. The patterns result from decades of development consistent with adopted zoning plans and partially exist because State Highway 126 travels down W. 11th (starting at Garfield and going west). Since the 1950s four different plans were suggested to bypass W. 11th, but none ever came to fruition. The development result prioritizes the regional thoroughfare and molds to line its edges. Visually, W. 11th differs little from other similar strip commercial development around the country⁷.

The site location embodies the potential to become a visual or cultural anchor in an otherwise monotonous setting. Development could create the infrastructure of a neighborhood core or gathering place centered on community-oriented amenities. The Rexius redevelopment could also address social sustainability by building bridges between diverse communities. In some sense, these could be literal bridges, including paths between the existing residential and commercial communities. In another sense, these bridges could include relationship and rapport building among neighboring property owners and community groups. Working with identifiable community advocates can bring diverse communities together for common purpose. Another approach to foster community cohesion could develop in the form of gathering and activity places, such as a community center, plaza, or park.

INCREASE AMENITIES IN THE NEIGHBORHOOD

The area around the site lacks certain public amenities which could be addressed by the redevelopment. There are no community centers, public libraries, or cultural centers. Limited medical facilities and one recreation center (US Sports Plex) exist in the area. Generally, the Metro Plan states that the area needs more community amenities. These amenities could also include restaurants as many of the food options in the area are fast food.

Moreover, one of the goals of the Eugene Neighborhood and Parks Plan is to provide a metropolitan park where the Ridgeline trail and wetlands are connected. The Rexius site is in a prime location to connect the Ridgeline Trail to Bertelsen Natural Area wetlands. Other goals in the Parks Plan are to acquire

⁷ West Eugene Collaborative report www.odrc.state.or.us/WestEugeneForum.php

and develop more neighborhood parks, to develop a community center, to develop a swimming pool, to create fun destination points along the Fern Ridge Bike Path, extend the Fern Ridge Bike Path, include better north-south connections, and connect neighborhood parks to each other. All of these recreational amenities could be possible on the Rexius site. Development of any of these facilities would require close coordination with the City.

METRO PLAN GOALS:

Public Facilities and Services

1. Provide and maintain public facilities and services in an efficient and environmentally responsible manner.
2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

Parks and Recreation Facilities

1. Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

The combination of access to wholesome foods, places to recreate and exercise, and nearby health care services contributes to overall healthy living. The Rexius redevelopment could encourage the combination of all these factors on the site to interconnect the residential and commercial areas for optimal community health.

VARIETY OF HOUSING OPTIONS

Though the Study Area contains a variety of housing in types and cost, land use inventories suggest a lack of housing in Eugene to accommodate future population growth. ECONorthwest conducted a study on the demand for residential real estate in Eugene and Springfield for Lane Council of Governments. The study predicts a larger share of the future population will be composed of smaller, older, and less affluent households. Moreover, the study identified a significant affordability gap for lower income households. A greater variety of housing types (both for sale and for rent) will be necessary to meet these housing needs⁸. Housing presents several opportunities to challenge gentrification. Repeated assertions that the Rexius redevelopment allow for long-term tenancy and affordability reflects values shared by many who live in proximity to the site and who care for how the site's opportunities address community goals and policies. Housing affordability, like homelessness, represents a community-wide challenge in that Eugene – as a whole – lacks sufficient affordable housing supply. Housing affordability relates to the cost of housing, employment opportunities, and wage rates. While the site may be able to incorporate affordable housing and could include some employment options, addressing housing affordability requires a comprehensive community strategy since it cannot affect wage rates or housing costs and may inadequately provide employment opportunity increases [which is addressed in the city's consolidated housing plan].

⁸ Update on ECLA, PC AIS, Nov 23, 2009 www.eugene-or.gov

In recognition that Eugene's population will age and that the existing population has proportionally high representation from single mothers, providing for a variety of housing options will allow people to stay in their homes for long periods of time, cater to age diversity (children to seniors), and ensure that the people living in the area can continue to do so. Additionally, providing mixed housing types and affordability enables access for special needs populations.

The Rexius site has the capability to support varied range of housing types for the expanding population of Eugene.

METRO PLAN GOAL:

Residential Land Use and Housing

1. Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

Transportation

TRANSPORTATION INFRASTRUCTURE IMPROVEMENTS & TRIP CAPS

The Rexius site borders one side of a mega-block that measures approximately one mile wide by half a mile long. The four streets that border the block are either major or minor arterials, meaning they are designed to expedite regional travel and efficiently move traffic to and from major commercial centers. With W. 11th and W. 18th as the only east-west street connections in west Eugene, traffic multiplies on these streets. According to City staff there is not much extra capacity on W. 11th and it will fail within the 20-year plan horizon. The area is also prone to access management and safety issues resulting in hostile bicycle and pedestrian environments which discourage their use and further exacerbates the problem. Transit inefficiencies in the area also lead to the experience and perception of unreliable bus service for daily commuting. In essence, some areas around the site do not support multi-modal transportation and result in heavy reliance on the automobile in those areas.

A change of use on the Rexius site will most likely result in increased trips on these streets. Rexius is responsible for finding solutions to mitigation transportation issues that could arise from the redevelopment. The designation and zoning are tied to the transportation effects. A plan amendment signals the potential involvement of the Oregon Department of Transportation (ODOT) under the Transportation Planning Rule (TPR; OAR 660-012); however, developing the existing portion of the site zoned R-1 would not trigger their involvement. If the whole site is rezoned commercial then the mitigation requirement would be higher because the reasonable worst case scenario for increased trips is higher.

ODOT holds jurisdiction over the intersections of W. 11th and Beltline and Garfield and 7th Avenue. ODOT will look at the site development concepts and provide a Traffic Impact Analysis scope (to be included in the Traffic Impact Analysis currently being conducted for Rexius by JRH). ODOT looks at the existing worst case scenarios for trip generation under the current zoning and the reasonable worst case scenario under the new zoning. Then ODOT would make a

determination about whether or not the redevelopment would be impacting the two state facilities listed above. If so, ODOT would engage Rexius in dialogue about mitigation or institute a trip cap for the site. Mitigation could mean a broad range of projects or making improvements to the ODOT controlled intersections. A trip cap means that the new development can only produce a certain number of trips unless identified transportation improvements are made.

The City can also impose required improvements to the surrounding transportation infrastructure to mitigate traffic impacts. There are a range of solutions for minimizing some of the impacts of additional trips. Possible improvements could include: the extension of Wallis Street, a bridge across Amazon, a signal at Bailey Hill and the future W. 13th Avenue and also at the future 13th Bertelsen. However, some of these improvements could be incorporated into the City's Capital Improvement Plan and the City would take on the financial burden for their implementation. For example, the Arterials and Collectors plan states that W. 13th avenue should be extended through the Rexius site. Rexius is responsible for dedicating full right of way for a major collector through the site but will receive SDC credits for extending the street. The City is interested in working with Rexius on these solutions and should be engaged when the concept for the site is further developed. The scoping and coordination to test the transportation assumptions and impact methodologies is important and should be considered early in the redevelopment process.

REDEFINE DEVELOPMENT PATTERNS OF THE AREA

The site is located in an area saturated with chain businesses, fast food restaurants and big box stores. The land use and development pattern tends to be auto-oriented with minimal pedestrian infrastructure. Wide roads, heavy traffic, and non-existent sidewalks characterize the commercial area.

The Eugene-Springfield Metro Plan states that strip or street-oriented commercial facilities like W. 11th are "Largely oriented to automobile traffic... such uses often create congestion in adjacent travel lanes, are generally incompatible with abutting non-commercial uses, and are not as vital to the community as previously thought because of the existence of retail, office, and service complexes with off-street parking facilities. They should be limited to existing locations and transformed into more desirable commercial patterns, if possible."

Conclusions reached by the West Eugene Collaborative (WEC) during a two-year study suggest the area contains many undeveloped properties, properties that are designated for uses in conflict with natural resource designation and protection laws, and properties that are in uses no longer appropriate in the area. The WEC study suggests development patterns on W. 11th could be alleviated by intensifying development, relocating some land uses, improving transportation infrastructure, and increasing public transportation⁹.

The Lane Transit District plans to extend EmX (Eugene's Bus Rapid Transit System) route out to West Eugene. Planning for the West Eugene EmX Extension has been

⁹ Eugene-Springfield Metropolitan Area General Plan, West Eugene Collaborative Report www.odrc.state.or.us/WestEugeneForum.php

underway for several years. Currently, plans include route alignment along W. 11th with stops located at Bailey Hill Road, mid-block at Wallis Street, and at Bertelsen Road. Major transit stop locations include Seneca Street – one block east of the site – and Beltline-Commerce Street – one block west of the site. Transit plans do not currently consider a W. 13th Avenue route between Bailey Hill and Bertelsen or Beltline Roads. Existing EmX plans for W. 11th include pedestrian access from W. 11th across the Amazon Channel that connects with Wallis Street at the western boundary of the redevelopment site. However, EmX could potentially use this new segment of W. 13th Avenue as an inbound or outbound route to a station terminus at Belt Line.

An interesting, human-scale development would foster an activated pedestrian space and encourage multi-modal transportation through the site. Automobiles would be de-emphasized. Such a development would be consistent with the Transportation Goals in the Eugene-Springfield Metro Plan.

METRO PLAN GOAL: TRANSPORTATION

1. Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.
2. Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:
 - Balanced
 - Accessible
 - Efficient
 - Safe
 - Interconnected
 - Environmentally responsible
 - Supportive of responsible and sustainable development
 - Responsive to community needs and neighborhood impacts and
 - Economically viable and financially stable

Moreover, advocating for a higher level of accessibility on transit facilities that serves the area signals a socially sensitive approach, provides for cost-effective commuting for diverse populations, contributes to the appeal of the area as a transit hub, and highlights the integration of the three legs of sustainability, all within a distinctive west Eugene community. Moreover, it can to some degree help alleviate some of the transportation challenges in the W. 11th corridor. To allow for how our population will continue to age and, in acknowledgement of Eugene's role as a leader in community accessibility, ensuring adequate facilities for wheelchairs in the redevelopment and on public transit would signal a distinctive commitment to serve special needs populations. Likewise, advocating for increased bicycle capacity on the transit system along with wheelchairs would further evidence the redevelopment's positioning as a multi-modal and equitable transit hub.

MORE CONNECTIONS WITH NEIGHBORS AND AMENITIES

Many of the adjacent neighborhoods are comprised of cul-de-sacs that lack automobile and pedestrian connections from one development to the next as well as to the surrounding commercial areas, parks, and schools. For example, it is nearly impossible for the residents living on the south edge of the site to reach the W. 11th commercial corridor by foot without using either Bailey Hill Road or Bertelsen Road. Discontinuous sidewalks on Bertelsen and heavy automobile traffic on both streets deter pedestrian use.

Commercial uses along W. 11th are difficult to walk and drive between due to traffic, separated parking lots, lack of pedestrian amenities, distance between uses, and uses that do not relate to one another. Currently, the urban form weakly connects W. 11th with the downtown core. An abrupt change in land use patterns exists at Chambers Street going from a dense grid to a more dispersed set of fragmented roads. Stoplights inundate W. 11th extending the trip length from downtown to the site.

The site can potentially connect surrounding residential uses with the commercial assets on W. 11th, Amazon Creek, schools, parks, open spaces, and the Fern Ridge Bike Path. Developers could work with existing neighborhoods to open up potential gateways to the site and create clear, enjoyable walking paths through the site. A pedestrian bridge over Amazon Creek could further increase site permeability.

Natural Resources

PRESERVE AND ENHANCE AMAZON CREEK

The Waterside Protection Overlay Zone (/WP), which is over the northeastern corner of the site, prevents development within a designated buffer encompassing the Amazon Creek. The City maintains this buffer zone to protect water quality and wildlife in and around the creek and prevent private property damage due to floods and storms. The /WP allows for landscaping and restorations within the overlay zone. This allowance provides many opportunities on site to turn the Amazon Creek into an aesthetically and ecologically viable amenity to the development and neighboring communities and businesses.

RESTORE OR MITIGATE WETLANDS

The 14.05 acres of wetlands on the site present a constraint for the redevelopment. The permitting process for the development of any proportion of acreage is not extensive but takes time and must be completed before any development breaks ground.

These remnant wetlands could create opportunities for ecological restorations. A restoration could consist of any portion of the 14.05 acres wetlands on site. A restored wetland within the development could provide spaces for viewing and learning about natural systems. This space could become an asset to a residential development, commercial district and surrounding areas. Mitigation of this wetland offsite is another option and provides an opportunity to support the enhancement of outlying and viable wetlands and to reconstruct aesthetically

beautiful, man-made stormwater facilities onsite. The purchase of mitigation credits from an approved wetland mitigation bank prior to the development will be required to offset the loss of ecological services provided by the wetlands.

CONSIDER THE LACK OF SOIL PERMEABILITY

The hydric soils comprising the site must be considered in the site design due to their lack of permeability. Permeability primarily presents an issue during the rainy months of December and January and will require attention during for outdoor space layout and grading to prevent on site flooding and ponding. Even though these soils present concerns for stormwater drainage on the site, they do not present concerns for the development of the site. This site is fully developable, where zoning permits.

MITIGATE FOR NATURAL HAZARDS

Two natural hazards have the greatest potential to affect the site: floods and winter storms. The northeastern portion of the site (near Amazon Creek) lays in the 100-year floodplain. For mitigation planning purposes, it is important to recognize that flood risk is not limited to areas designated as floodplains. Stormwater systems often only handle 2-year or 5-year flood events and rarely handle rainfall events greater than 10-year or 15-year events.

Winter storms, which bring snow, ice and high winds can cause significant effects on life and property. Ice, wind and snow can affect the stability of trees, power and telephone lines, and TV and radio antennas.

These natural hazards can present opportunities for an educational aspect to the site, especially in terms of showcasing stormwater. A design that creatively and aesthetically manages stormwater systems could become a learning tool for residents and/or visitors to the site and help create a unique character.

Utilities Infrastructure

ON-SITE TREATMENT OF STORMWATER

The proximity of the Rexius site to the Amazon Creek could create an issue with storm water treatment. If the redevelopment does not adequately treat storm water on site, the health of the Amazon Creek could diminish from polluted runoff entering the Creek. Waste lines are absent through the site and will need to be developed appropriately with future uses. Permitting issues may also arise in regard to stormwater. To reduce costs, improve water quality, and decrease the volume and rate of storm water runoff, storm water drainage on the site (e.g., bioswales) should be considered.

Rexius could plan for the redevelopment to act as a product demonstration in site permeability, green roofs, and landscaping techniques that help with storm water treatment and irrigation of hydric soils.

Social Environment

Early in the process of developing the Guiding Principles for this project, discussion of social sustainability arose. Given the challenges posed by the scale of social issues and the seeming inability of any 40-acre redevelopment project to address these region- and community-wide issues, social sustainability played a quiet role in the process prior to community involvement. During interviews and focus groups, many agency and community members did acknowledge social issues that affect the area. While the large scale of these issues may continue as a challenging element to integrate at site level, the importance of the issues and opportunities warrants discussion.

The degree to which social and historical themes can apply contextual relevance to goals for future development contributes to the project's broad community and localized neighborhood support. While historical trends relate to the site's physical features and have importance in redevelopment concepts, most of the historical themes apply to social environments and circumstances on and around the site.

Social system effects extend far beyond localized areas, and the question arises: How much responsibility does one redevelopment project bear on alleviating or attempting to correct community-wide social challenges? Viewed from a legal perspective, the responsibility is quite limited. Moreover, sorting through issues and opportunities of social sustainability can add insurmountable layers of difficulty to project concepts, and not addressing these same issues can lead to externalization – where the burden of engaging social challenges becomes someone else's responsibility. Externalization can often mean that the issue goes unaddressed because individual projects do not encompass a large enough scale to remedy community-wide needs. No easy remedy for these competing challenges exists. However, redevelopment concepts can balance social concerns with redevelopment strategies to advance social sustainability opportunities appropriate to the reality of a 40-acre redevelopment site.

Summary

Evaluation of the Rexius site related to redevelopment potential suggests particular considerations to move the project forward and also identifies areas where the project may encounter obstacles. To create sufficient options for use potential, CPW identifies a zone change and Metro Plan amendment. Adequately addressing transportation constraints to serve planned uses under new zoning and plan designation could prohibit the advancement of redevelopment plans. Provided land use and transportation issues could be addressed, allowance to pursue opportunities with natural features design and green building elements could implement visions for a lush, identifiable, interconnected, and welcoming neighborhood development on the site that provides needed services and amenities for the surrounding area.

CHAPTER 6: DESIGN CONCEPTS

Introduction

As a way to encompass the issues and opportunities for the Rexius redevelopment within a realistic financial framework, CPW collaborated with a University of Oregon joint architecture and landscape architecture design studio. Five student design teams were given the challenge to integrate the Rexius' guiding principles and the findings from CPW's site analysis and public involvement into design concepts. The following concept narratives were written by each studio team.

Concept I: "Common Waters"

Vision Statement

The driving force behind Common Waters is that most of the day-to-day needs of any member of the community (whether he or she is a child, a young adult, or an elderly individual) can be met within the neighborhood. If you want to go for a walk, you can enjoy a nice stroll through your naturalistic back yard to the wetlands park. If you are looking for a cup of coffee or a fresh loaf of bread, simply head over to the plaza, where you can buy something to drink and take advantage of the nice weather in the outdoor seating area. For those looking to burn off some steam after a long day at work, the community center offers many recreational opportunities. You might even run into a friend and get a chance to catch up about their day. And for those who just want some quiet time alone to relax, the many housing options at Common Waters have been designed with human comfort in mind. Sit back and relax and enjoy the abundant natural lighting and comfortable layout of your home.

Figure 15. Site Plan



Program

LAND USE

This project would require that the site be re-zoned into several different zoning categories. Primarily this would include residential zones. The areas in the southwest and northeast of the site would be zoned low-density residential, building up to high density residential in the central plaza. In addition, the strip along Bailey Hill Road would be re-zoned as commercial/office space (med-high density), and the plaza as mixed-use retail/residential. Finally, the south portion of the site, near Dani Street, would require a re-zoning to accommodate a medical facility.

Table 2. Land Use and Trip Counts

Type of Use/ITE Code	Units	Proposed	Expected Daily Trips
Single Family Detached 210	DU	106	1,014
Apartment 220	DU	165	1,109
Townhouse 230	DU	60	352
Commercial/Retail 820	TSF Gross*	12	515
Office 710	TSF Gross	25	275
Medical Office 720	TSF Gross	16	578
Light Industrial 110	TSF Gross	0	0
Community Center 495	TSF Gross	5	139
TOTAL		---	3,982

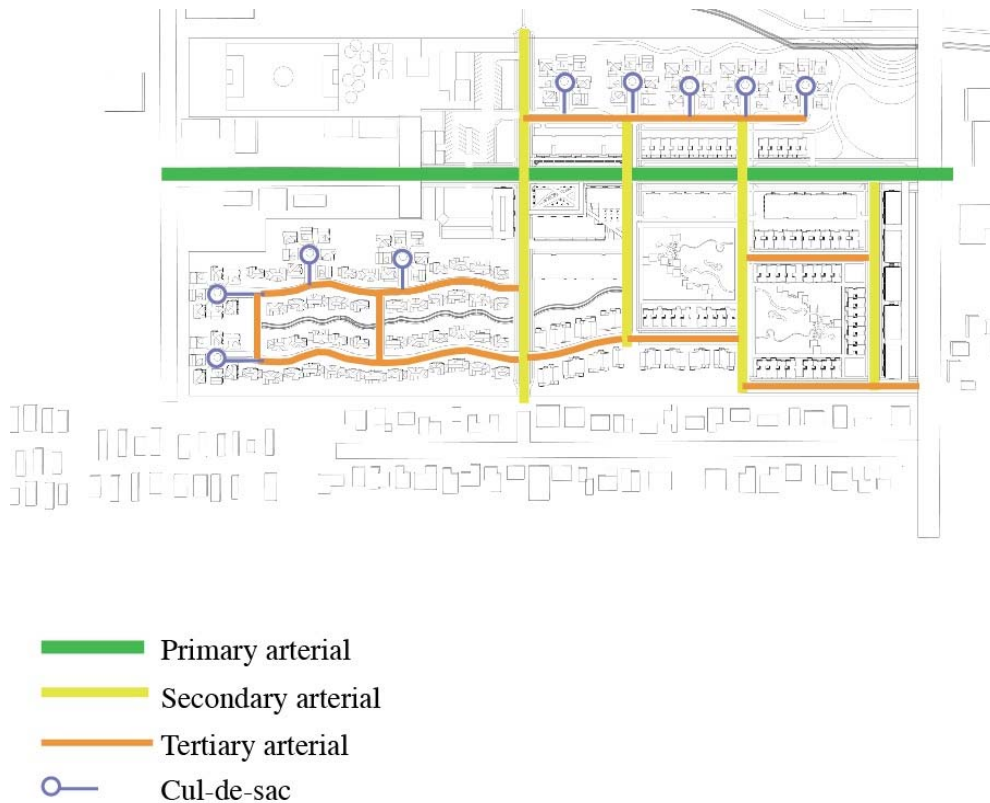
*TSF Gross = Gross Square Feet (in thousands)

TRANSPORTATION

The streets in Common Waters follow a fairly basic grid with some minor modifications. One modification is the addition of 13th Avenue through the site linking Bailey Hill Road to Janise Street, which currently dead-ends into the western edge of the site. This new tree-lined boulevard provides additional east-west access to the site and neighborhoods surrounding. There is a secondary street that runs parallel to and south of 13th avenue, which serves the southern cul-de-sac communities. The streets that access the front of the townhomes (along the wetlands parks) are one-way and intended for local traffic only, with parallel parking on one side. The streets within the areas with single-family homes are curved, which designed to break up the monotony of a typical residential development. Finally, the street in the existing neighborhood to the south is not connected to the street system in Common Waters. Our proposed infrastructure, however, has the main north-south road lining up with the vacant lot in the existing neighborhood to prepare for future development in which the neighborhoods might be connected.

Pedestrians have the option to walk along sidewalks, which line every street. In the areas with houses, the back yards flow together to form a planted semi-wild area where water is collected and diverted to the wetland parks. Here, individuals can walk along the waterway to the parks or to any given road to join up with a sidewalk. There is also a path along the Amazon Creek, assuming that the creek area is much improved with plants and rocks. Five-foot wide dedicated bike lanes are located along 13th Avenue and streets.

Figure 16. Circulation Diagram



NATURAL FEATURES

Two acres of wetlands have been preserved and enhanced on site. The remaining 12 acres will be mitigated off-site through a mitigation bank. We have proposed the argument that the 12 acres to be mitigated be re-evaluated and deemed 'disturbed.' This will lower the mitigation cost to 1 credit per acre, as opposed to 1.75 credits/acre for healthy wetlands.

The area along Amazon Creek has been set aside as an open park space, for residents and the wider community to enjoy. A bike path runs along the creek, and several homes' backyards face the open space. A bridge at the end of the main north-south street connects pedestrians to the Fern Ridge bike path and to the Common Waters community. If the city were to join forces with the developer and somehow de-channelize Amazon Creek, it has the potential to become something both highly functional and beautiful. There are precedents with this in the Los Angeles River and with the River Walk in San Antonio. We would recommend increasing vegetation, adding places to sit with both ramps and steps (think Pioneer Courthouse Square) and making this part of an effort to improve Amazon Creek as a whole. Maybe the improvement of this stretch of the Amazon could serve as an example for how to improve the stream as a whole.

Additional Perspectives

Figure 17. Pedestrian paths and swales between single-family homes



Figure 18. Townhomes surrounding preserved wetland park



Concept 2: “Heritage Place West”

Vision Statement

Heritage Place West is a healthy living community connecting people and places through neighborhoods, nature, and between generations. An urgent care facility and medical offices provide the commercial anchor while amenities such as a small market, community center, on-site childcare, and a range of retirement options promote intergenerational living. Connectivity is also enhanced through ready access to walking paths, bike paths, and public transportation, thus encouraging physical activity and minimizing dependence on automobiles. Readily accessible on-site natural features such as the Amazon Creek and existing wetlands are preserved, enhanced and linked through green bridging. A tree-lined main street, courtyards, and plazas create a sense of place and additional nodes for connection. Dwellings are designed to maximize daylight and views. A range of rental and purchase options, including single family homes, town homes, apartment homes, and mixed use provide a spectrum of choices for the diverse needs of Eugene’s West 11th community and beyond.

Figure 19. Site Plan



Program

LAND USE

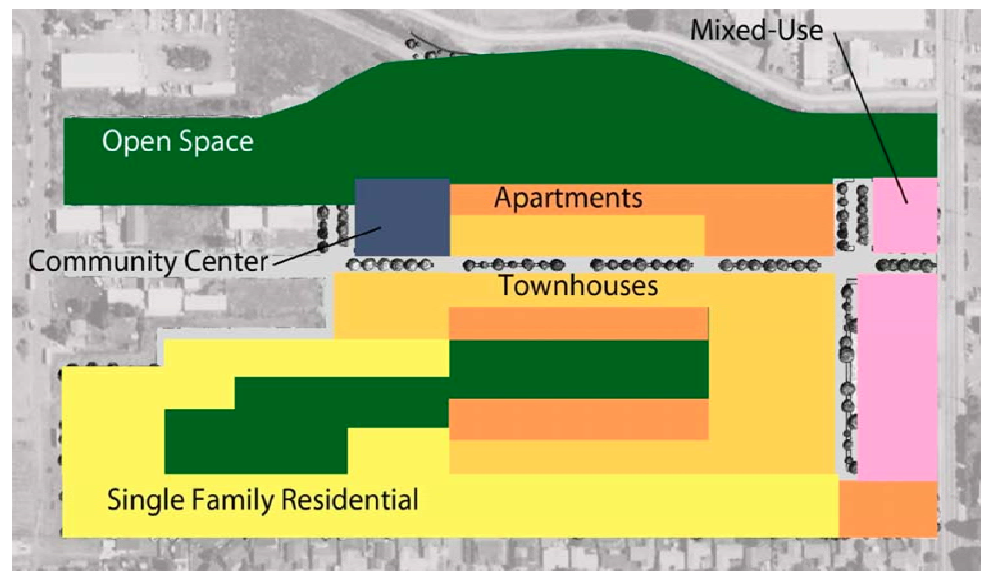
This concept would require a change in zoning. We would suggest changing the zoning to include C-1 or C-2 neighborhood commercial along Bailey Hill, as well as General Office. The rest of the community would be primarily R-3, as the density is well above 6 units per acre.

Table 3. Land Use and Trip Counts

Type of Use/ITE Code	Units	Proposed	Expected Daily Trips
Single Family Detached 210	DU	88	842
Apartment 220	DU	173	1,163
Townhouse 230	DU	140	820
Commercial/Retail 820	TSF Gross*	14	601
Office 710	TSF Gross	11	121
Medical Office 720	TSF Gross	7	253
Light Industrial 110	TSF Gross	0	0
Community Center 495	TSF Gross	2	64
TOTAL		---	3,800

*TSF Gross = Gross Square Feet (in thousands)

Figure 20. Land Use Diagram

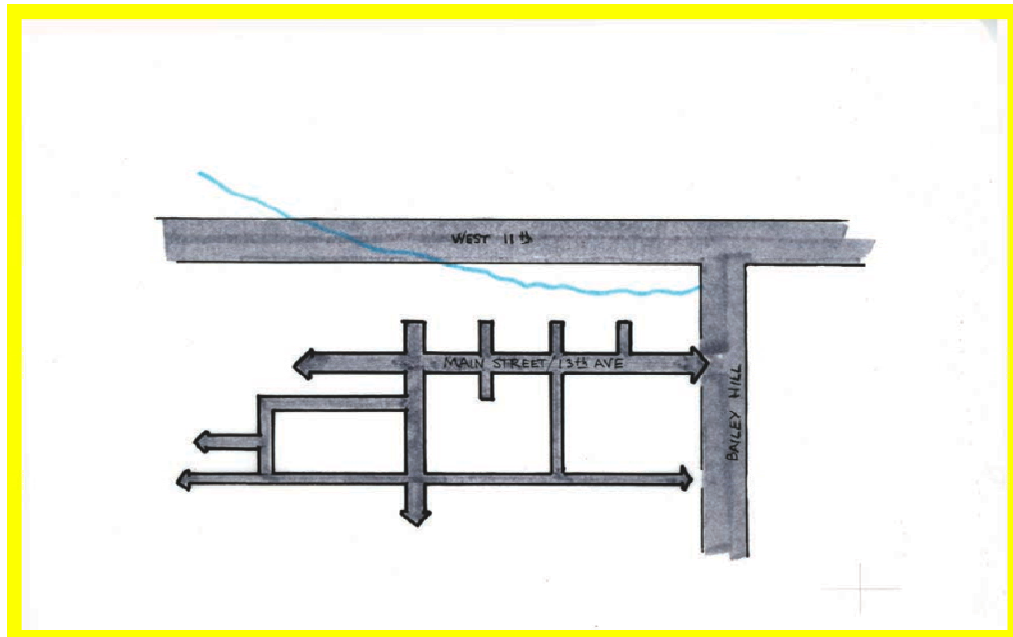


TRANSPORTATION

Our design puts a high value on creating a street network that echoes the grid that exists in older neighborhoods of Eugene, including the Southeast, Jefferson, Friendly Street and Downtown neighborhoods, among others. We feel it's important that a new neighborhood at the Rexus site be connected to existing neighborhoods and infrastructure as much as possible, despite the disconnected precedent in the area. By offering many potential connection points, future changes to the street network will be made more easily.

Our design is based around a “Main Street,” being West 13th Avenue. This street would see the most traffic, and although we propose mid-density townhouses for the street, W. 13th Ave. would also be a logical extension to commercial or retail development on Bailey Hill Rd. Secondary streets that run parallel and perpendicular to W. 13th Ave are narrower, quieter and host a range of residential building types, from apartments to single family detached houses.

Figure 21. Site Circulation



A key concept to our design is to promote walking and bicycling. The site's proximity to the Fern Ridge Bicycle Path promotes walking and biking as a means to recreate as well as commute to and from the neighborhood. We have included paths that traverse a park beside Amazon Creek to the North of the site, as well as paths in a portion of the restored wetland toward the center of the site. We have deliberately integrated bicycle paths into the street network, to promote a coexistent attitude in the neighborhood. Bicycle lanes run on either side of W. 13th Ave, while cars and cyclists mix on the smaller streets.

NATURAL FEATURES

Our design reflects the mitigation of approximately nine acres of wetlands off-site, while restoring five acres in the heart of the neighborhood for wildlife and plant habitat and open space.

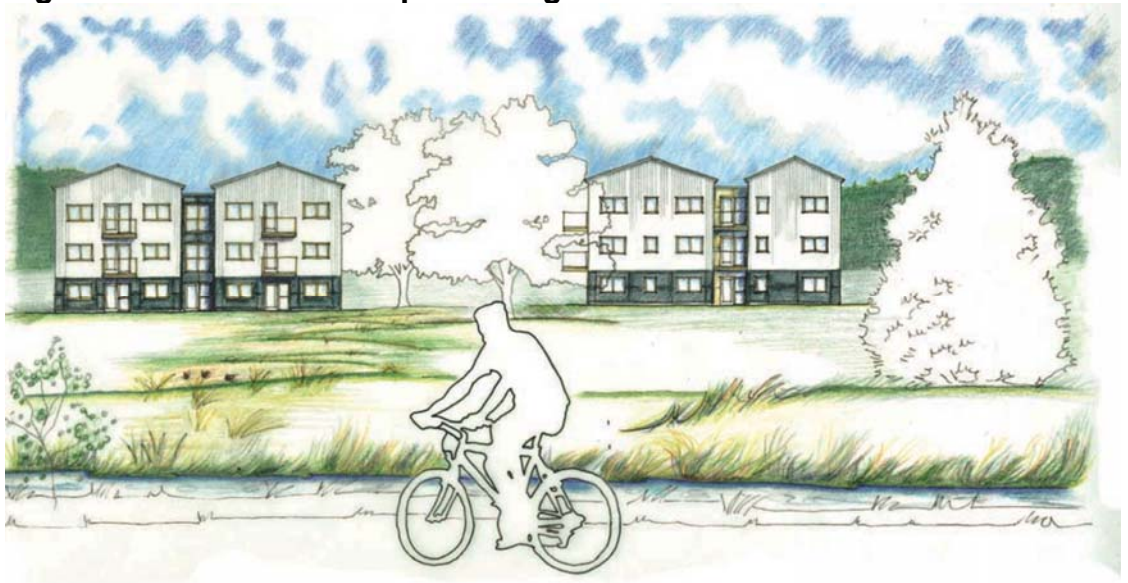
We feel that restoring Amazon Creek and associated habitat is an important precedent to set in West Eugene. This project presents the opportunity to treat the creek as a great amenity for residents and visitors, as well as an ecological amenity for Eugene as a whole. By keeping buildings a distance from the creek channel, the bank of the creek can be made more gradual and planted with a diversity of native plants found in riparian and floodplain zones.

Additional Perspectives

Figure 22. Children playing in courtyard fountain



Figure 23. View from bike path along swale



apartments above. At the intersection of 13th Ave and the north-south road that leads into the single-family detached housing area, which borders the suburbs to the south, the wetlands can be seen to the southwest and the townhouses to the northwest. Across the wetlands, in the southwest corner, is the health and wellness center. Further down 13th Ave from the intersection is a four-storey mixed-use apartment building occupying the northwest corner of the wetlands area. To the northwest of that is the co-housing community, which consists of many two- and three-storey townhouses and two community buildings, containing spaces for community members to prepare, cook and eat food with others.

Table 4. Land Use and Trip Counts

Type of Use/ITE Code	Units	Proposed	Expected Daily Trips
Single Family Detached 210	DU	39	373
Apartment 220	DU	100	672
Townhouse 230	DU	130	762
Commercial/Retail 820	TSF Gross*	40	1,718
Office 710	TSF Gross	20	220
Medical Office 720	TSF Gross	28	1,012
Light Industrial 110	TSF Gross	0	0
Community Center 495	TSF Gross	4	111
TOTAL		---	4,756

*TSF Gross = Gross Square Feet (in thousands)

TRANSPORTATION

The main street cutting through the middle of the site is W 13th Ave, connecting Bailey Hill Road on the east edge of the site to Wallis Road on the west. The road servicing the single family detached housing in the southern part of the site does not connect through to the neighborhood directly south, but has the opportunity to connect to Plumtree Drive. The two northern roads, parallel to 13th, service the townhomes and “L-units”, while providing parking and a friendly, safe and walkable area. Along the northern roads are sidewalks and paths that connect to the Fern Ridge Path along the southern bank of the Amazon Creek. This same path connects to 13th Ave and then continues on to connect to the series of smaller paths within the site through the wetlands. This series of paths then continues to connect the single family detached housing to the existing suburban context to the south.

Figure 25. Site Circulation



Green designates streets with automobile traffic. Yellow designates pedestrian and bicycle paths

NATURAL FEATURES

As it is today, the Amazon Creek creates the northern border of the site and a large swath of wetlands inhabits the southern half, but they exist as mere objects tucked away from their surroundings. This isolation of such potent natural features is not unique to the Rexus site however, and can be found in the way the Amazon Creek and the Millrace travel through downtown neighborhoods of Eugene while every structure seems to disregard their presence while the only opportunity to experience the creek is the fact that roads pass over it. Instead of adopting Eugene's typical approach to how water plays a role within a neighborhood, we chose to celebrate the natural resources running through our site and treat them as focal points for social activity, human interaction and day-to-day life. It therefore became imperative to maintain the integrity of the existing natural features while creating a livable and walk-able environment for the surrounding neighborhood. In doing so, we've overlaid an urban fabric upon a natural system of wetlands, saving six acres of the wetlands on site and mitigating the remaining eight acres of wetlands off site. Capitalizing on the site's pre-existing assets, we integrated on-site stormwater management with pedestrian access and public open spaces, permeating the site and creating a unique character for the area.

Additional Perspectives

Figure 26. Residential neighborhood and street



Figure 27. Residential street



Concept 4: “Confluence West”

Vision Statement

The guiding principle of Confluence West is the coming together (or *confluence*) of healthy people, a healthy environment and a healthy economy, to create a robust, vibrant community and a unique sense of place in West Eugene.

Figure 28. Site Plan



Program

LAND USE

Our concept would require a shift in zoning to include a blend of the following designations: C-1 (Neighborhood Commercial), GO (General Office), PL (Public Land), R1 (Low-Density Residential), R1.5 (Rowhouse), R2 (Medium-Density Residential), R3 (Limited High-Density Residential), PR (Park, Recreation, and Open Space), NR (Natural Resource). This blend would be a mix of existing area zoning conditions and would complement the existing residential/commercial mix in the immediate and adjacent neighborhoods and business centers. This proposal recommends an eventual shift away from the current light industrial character of the site toward a more integrated residential/commercial character.

Table 5. Land Use and Trip Counts

Type of Use/ITE Code	Units	Proposed	Expected Daily Trips
Single Family Detached 210	DU	87	833
Apartment 220	DU	74	497
Townhouse 230	DU	79	463
Commercial/Retail 820	TSF Gross*	90	3,865
Office 710	TSF Gross	110	1,211
Medical Office 720	TSF Gross	76	2,746
Light Industrial 110	TSF Gross	0	0
Community Center 495	TSF Gross	5	139
TOTAL		---	9,754

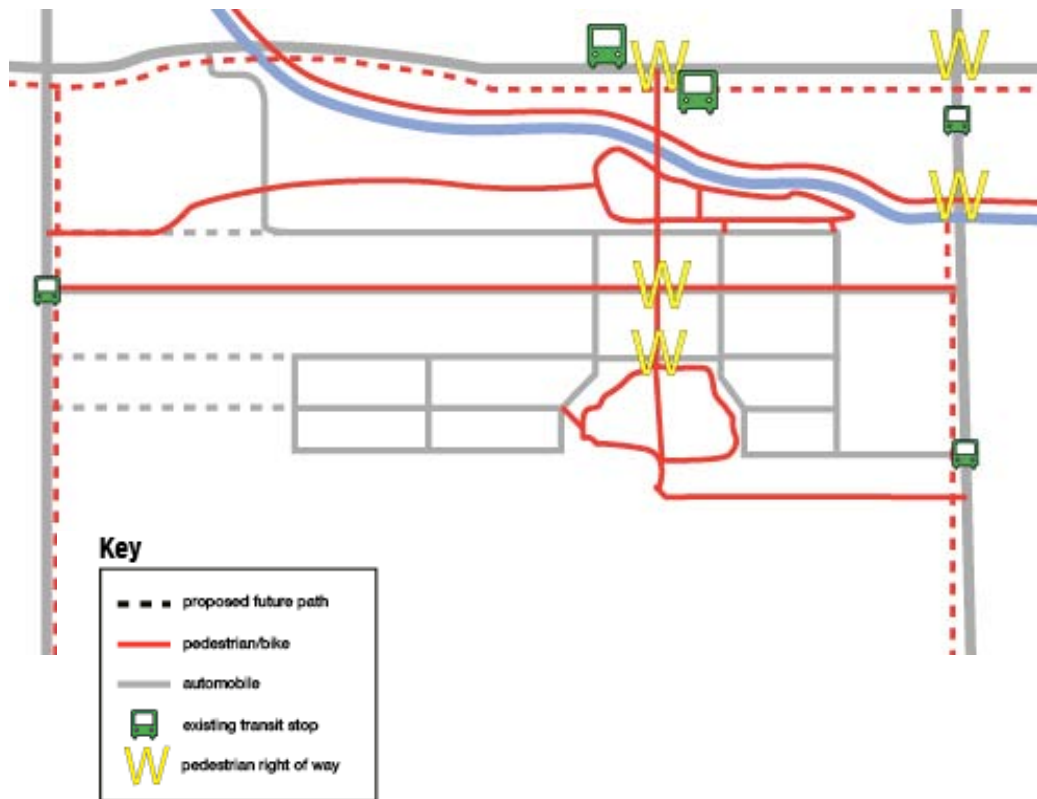
*TSF Gross = Gross Square Feet (in thousands)

TRANSPORTATION

The Confluence West proposal would link 13th Avenue to provide connectivity through the site and to relieve the extra burden caused by the additional residential and business traffic. Our proposal would seek to create “safe streets” throughout the community by using best practices as defined in Metro’s “Livable Streets” publication. These practices include the creation of pinch points, curb cuts, bump-outs, bike lanes, wide crosswalks, wide and planted medians and boulevards, and other methods designed to slow traffic and make streets safe for cars, bicycles, and pedestrians.

Bicycle paths connect throughout the site and beyond the immediate site to the neighborhoods to the south of the community and to the existing retail and amenities on West 11th. Bike paths within Confluence West also connect with the Fern Ridge Bike Trail. As a rule, bicycle paths should ideally be 6 feet wide to accommodate anticipated bicycle traffic. Pedestrian pathways wind through the site, in natural, residential, and business districts. A network of raised boardwalk paths crisscross through the wetland areas. Ample sidewalks and planned density combine to make walking a realistic option throughout the site. Walking paths also connect to retail on West 11th.

Figure 29. Site Circulation



NATURAL FEATURES

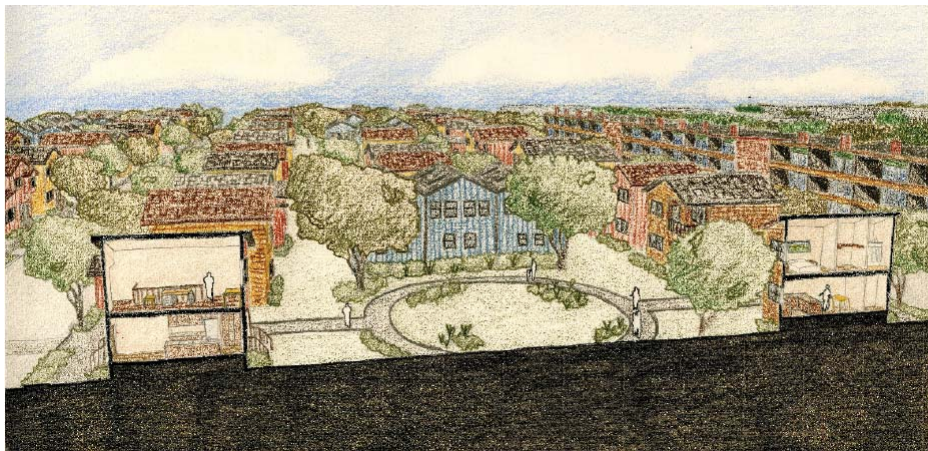
Six acres of wetlands are mitigated on site, and 8 are mitigated off site. Plans for Amazon Creek include connecting the Creek with the Wetlands via a series of water features throughout the site. This connection will emphasize the Creek as a major asset to the site, and will necessitate further development and improvement of the creek, including widening the creek, decreasing the slope of the creek bed on either side, and adding native plantings and pathways to and nearby the Creek.

Additional Perspectives

Figure 30. Town Square



Figure 31. Single-Family Housing



Concept 5: “Heron Landing”

Vision Statement

The driving force of our scheme is to create and preserve local natural amenities and give as much access to them as possible both for the residents and for the surrounding communities. We do this by expanding the Amazon creek corridor to form a healthier natural environment and accommodate more active recreation along the water. Residences are laid out along a zigzagging street that is placed at the proper angle to allow a maximum number of views to the open space. This setup also allows green fingers to weave in and through the development ensuring a close relationship between the residents and their natural surroundings while still allowing for density.

All of our facilities are designed to respond to market and social trends as the neighborhood ages. Houses along the new 13th Ave corridor are able to convert their first story to a shop if and when the market allows for it. Single-family residential homes can accommodate accessory dwelling units, which could effectively double the number of units in the neighborhood.

Figure 32. Site Plan



Program

LAND USE

This concept would require mixed use zoning for the majority of the site. The southern edge and southwest corner would require zoning to match the low-density neighborhoods south of the site. Directly across the street from the single-family homes and just south of the wetland would begin a multi-family

zoning that would reach all the way up to the no-build buffer around the creek. In the middle of this multi-family zone, along the curved 13th Ave face would require a mixed-use zone for the shop house option to go into effect when the community could support such ventures. Along the eastern edge the zoning would be commercial, which includes the proposed medical center. The northwest corner would be the only portion maintaining its current zoning pattern, for purpose of the “wait and see” principle – to see what the other light industrial businesses and property values do when the project gets underway. This would allow for potential adjustment to its adjacent lots for a larger project in the future, rather than squeezing a new zone into a tight space with little access.

Table 6. Land Use and Trip Counts

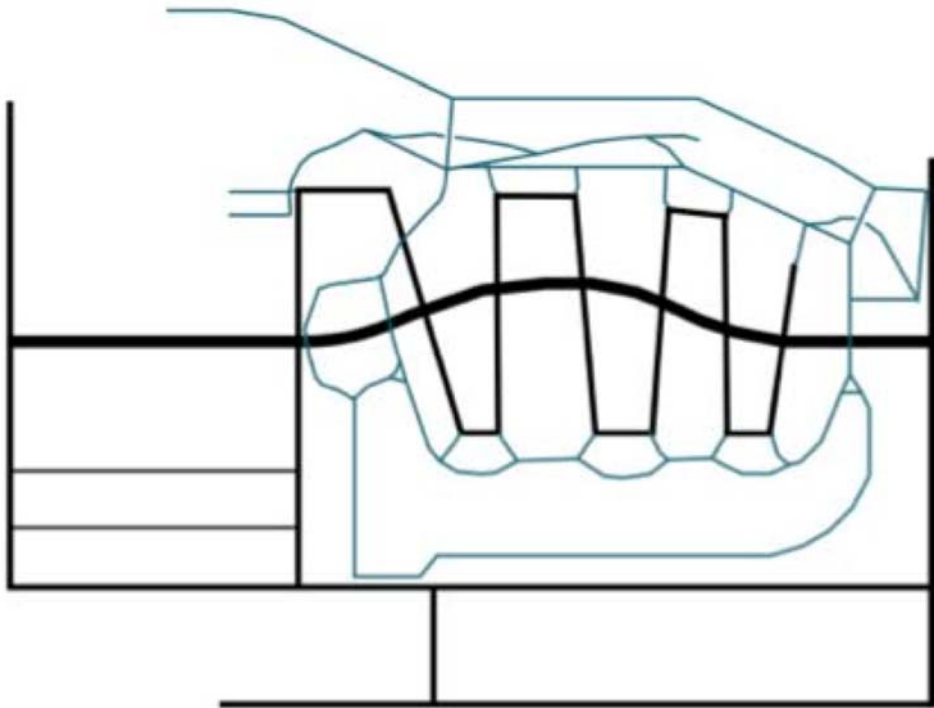
Type of Use/ITE Code	Units	Proposed	Expected Daily Trips
Single Family Detached 210	DU	92	880
Apartment 220	DU	220	1,478
Townhouse 230	DU	119	697
Commercial/Retail 820	TSF Gross*	11	472
Office 710	TSF Gross	9	99
Medical Office 720	TSF Gross	11	397
Light Industrial 110	TSF Gross	10	70
Community Center 495	TSF Gross	11	302
TOTAL		---	4,095

*TSF Gross = Gross Square Feet (in thousands)

TRANSPORTATION

Heron Landing places its entire focus on being flexible with a goal of answering an unpredictable future. The streets of Heron Landing respond to this ideal by aiding pedestrians, bicyclists and homeowners, not the car. West 13th Ave, which runs east to west through the site, contains two inner car lanes flanked by parallel parking, which is further flanked by a bicycle lane that is protected the parked cars. West 13th responds to the high speeds and monotony found on East 13th with a large curve that also gives symmetry to the fingers of housing on both sides. These fingers break down the restrictions of a road being that they are all 15-foot one-way streets lined with five-foot sidewalks at the same grade, a system that would provide bikers and homeowners free range over the street and sidewalk. Large bike paths traverse the entire site, creating freeway-like routes for avid bicyclists.

Figure 33. Circulation Diagram



Black lines designate streets for automobiles. Blue designates pedestrian and bike paths.

NATURAL FEATURES

We kept 5.49 acres of the wetlands and mitigated 8.51 acres off site. We decided to make the creek more accessible by widening the creek to 80 feet on one side. This will make the creek ADA accessible and create spaces where people can interact with the creek. This will also help with less erosion with the creek habitat.

Additional Perspectives

Figure 34. Public park along Amazon Creek



Figure 35. Aerial view looking west over site



Conclusion

These plans demonstrate varying ways the site's redevelopment can successfully incorporate a balance of land uses, multi-modal transportation, and natural resources into a livable and financially successful development.

CHAPTER 7: IMPLEMENTATION

The research, design concepts and implications provided in this report serve as a stepping stone for Rexius' vision to redevelopment its current site. This chapter provides next steps for Rexius to consider as the exploratory phase of this project is coming to an end and the implementation phase is beginning.

These implementation actions were created based on the research presented in this report and meetings with various groups including City staff and ODOT. Actions are divide into three categories: 1) Internal Decisions and Actions, 2) Meetings and, 3) Analysis.

'Internal Decisions and Actions' refers to items that are specific to the Rexius Corporation; although, some involve coordination with parties outside the company. The 'Meetings' category simply refers to meetings that Rexius should initiate and participate in. Lastly, 'Analysis' refers to analytical steps that should be taken prior to redevelopment. A description of each item is below and following is a gantt chart that presents the actions' relationship to each other and their potential sequencing over the next two years.

Internal Decisions and Actions

ARTICULATE A VISION FOR THE SITE

As stated in this report, the Rexius site has the potential to catalyze change in the area around the site. Articulating a vision for the site and how it fits into a broader vision for the area is an important first step as it will help community members understand the potential of the redevelopment. A vision for the area will also aid in the Metro Plan amendment process. If the Eugene City Council agrees with the vision it could be more likely to support the plan amendment and see how the site can help community-wide issues. Materials from this report will be useful in articulating this vision.

DECIDE IF COORDINATION WITH ENVISION EUGENE IS DESIRABLE

Coordination with Envision Eugene (EE) could have positive impacts on the redevelopment. EE can highlight the value of the site to the community and elevate it in the eyes of Council. Coordination with EE could also mean that the City takes on some of the work associate with the redevelopment process. The City would take on this work because it has to create strategies to accommodate growth and the Rexius site has the potential for a mixed use center that might be critical to that goal.

This topic was discussed in detail at a meeting with Rexius and City staff in July of 2010. Notes from that meeting can provide context for making this decision.

DECIDE ON A ROUGH CONCEPT FOR THE SITE

A rough concept refers to one that identifies the logical places for residential and non-residential to be located on the site but does not give specific details about dwelling types, square footage or amenities. Rexius should work with its land use planning consultant to develop the rough concept. Having a rough concept for the Metro Plan amendment is required and may be preferable to having a detailed

concept as it lessens possible objections that could arise to specific ideas. ODOT also confirmed that the agency could do its work with just a rough concept. The design concepts in this report can provide the basis for this decision or demonstrate a range of options to select from.

METRO PLAN AMENDMENT AND ZONE CHANGE APPLICATIONS

The Metro Plan amendment and zone change are necessary for the redevelopment of the site. Section 9.7700 of the Eugene Development Code deals with the Metro Plan Amendment procedures. According to City staff there will be two applications to complete. One of the meetings suggested below is with the COE Planning and Development office; at this meeting Rexius should get clarification about the plan amendment process.

Based on the COE development code, the type of amendment that Rexius would submit is a Type II amendment. Type II Metro Plan amendments include any change to the Metro Plan which is not otherwise a Type I plan amendment and which:

- a. Changes the plan diagram or
- b. Is a site specific plan text amendment.

The citizen initiated Type II Metro Plan amendments may be applied for at anytime. The initial public hearing on an application shall take place within 60 days of acceptance of a complete application. The following criteria shall be applied by the city council in approving or denying a Metro Plan amendment application:

- a. The amendment must be consistent with the relevant Statewide Planning Goals adopted by the Land Conservation and Development
- b. Commission and Adoption of the amendment must not make the Metro Plan internally inconsistent.

Rexius may want to ask for a work session with the Planning Commission prior to submitting the application to ensure the application meets the criteria above.

FIND A DEVELOPMENT PARTNER

Rexius, by nature, is not in the development business or have experience developing large lots. The Rexius family also has a stake in what happens on the site, making the option of selling the property for development less desirable. For these reasons forming a partnership with a developer is the best option for moving forward.

The Architecture/Landscape Architecture studio that created the design concepts for this report worked with three potential development partners for Rexius. Rexius should engage in dialogue with those developers or search for others that may be a better fit for the project. Finding a development partner and forming an agreement may take months and the process should be started soon.

DEVELOP ROUGH CONCEPT INTO A SITE PLAN

The next step with the design concept is to develop the rough concept Rexius created for the Metro Plan amendment and zone change into a complete site plan. It is ideal for Rexius to engage its new development partner in this process.

The five design concepts presented in this report can serve as a jumping off point for this task and elements of each could be incorporated into the site plan. For this step it will be important to consider phasing of the project to mitigate transportation impacts. Phasing can also allow coordination with the City's Capital Improvement Program (CIP) and may reduce the transportation infrastructure improvements burden on Rexius.

Meetings

OREGON DEPARTMENT OF TRANSPORTATION AND JRH

At the time this report was written JRH, a transportation consulting firm, was hired by Rexius and had started the Transportation Impact Analysis (TIA). As ODOT may become involved in this project (see Implications Chapter) it is important to involve them early in the process to agree on the scope and methodology of TIA. This task was suggested by representatives from ODOT at a meeting in July.

CITY PARKS AND OPEN SPACE

Neil Bjorklund and Trevor Taylor of the City of Eugene Parks and Open Space Division should be consulted early in the redevelopment process regarding the wetlands. CPW had preliminary discussions with both parties that indicated the importance of their early involvement.

The current designation of the on-site wetlands as developable/future fill needs to be confirmed. Additionally, one of the design concepts proposed the argument that the wetlands on site be re-evaluated and deemed 'disturbed' which will lower the mitigation cost to 1 credit per acre, as opposed to 1.75 credits/acre for healthy wetlands. This argument could be explored in the meeting. Lastly, the wetlands delineation can be discussed and Rexius can receive input on the process.

CITY PLANNING & DEVELOPMENT

Once the rough concept is complete Rexius should meet with City staff to discuss the right mix of zoning. Conventional zones (e.g., C-2, R-3) may be the most appropriate for the site and help navigate potential transportation impacts easier since they are known. Or a Special Area District or Opportunity Siting (see Implications Chapter) may be preferable to give increased flexibility to the project. At this meeting the Metro Plan amendment and zone change applications and process should also be discussed since those will begin shortly after. Another item for the agenda could be to confirm that this project will not be neglected or put off because of the EE planning process.

NEIGHBORS

Making personal contact with neighbors affected by the redevelopment to discuss collective interests and obtain letters of support in another important step. These letters could be beneficial in the plan amendment process and notifying neighbors early could prevent unpleasant protests at the required public hearings for the Metro Plan amendment.

Analysis

TRANSPORTATION IMPACT ANALYSIS

As previously noted, JRH is currently conducting a transportation impact analysis of the site. This analysis is a requirement for redevelopment and because transportation may be one of the biggest constraints limiting redevelopment of this site it was advantageous to start it early. Again, a meeting with ODOT is recommended to discuss the scope and methodology of the TIA.

WETLANDS DELINEATION

A delineation of the on-site wetlands is also a requirement for redevelopment. The West Eugene Wetlands Plan has generally designated the wetlands on the site as developable but that needs to be confirmed. It may also be possible that the wetlands be designated as 'distressed' instead of 'developable' which would lower the cost of mitigation.

MARKET ASSESSMENT

A market assessment should be conducted to determine the feasibility of the detailed site plan. The market assessment should be conducted by or with Rexius' development partner.

(See gantt chart on following page for sequencing suggestions)

CONCLUSION

This report presents results from an exploratory study on the issues and opportunities related to the redevelopment of the Rexius site. Through site analysis, community involvement, and meetings with city staff many factors were identified that could aid or constrain the redevelopment. These factors are embodied in five distinct design concepts that Rexius can use to model the redevelopment. The implications presented here should be consider as Rexius moves forward with a development partner and with the implementation steps presented in this report.

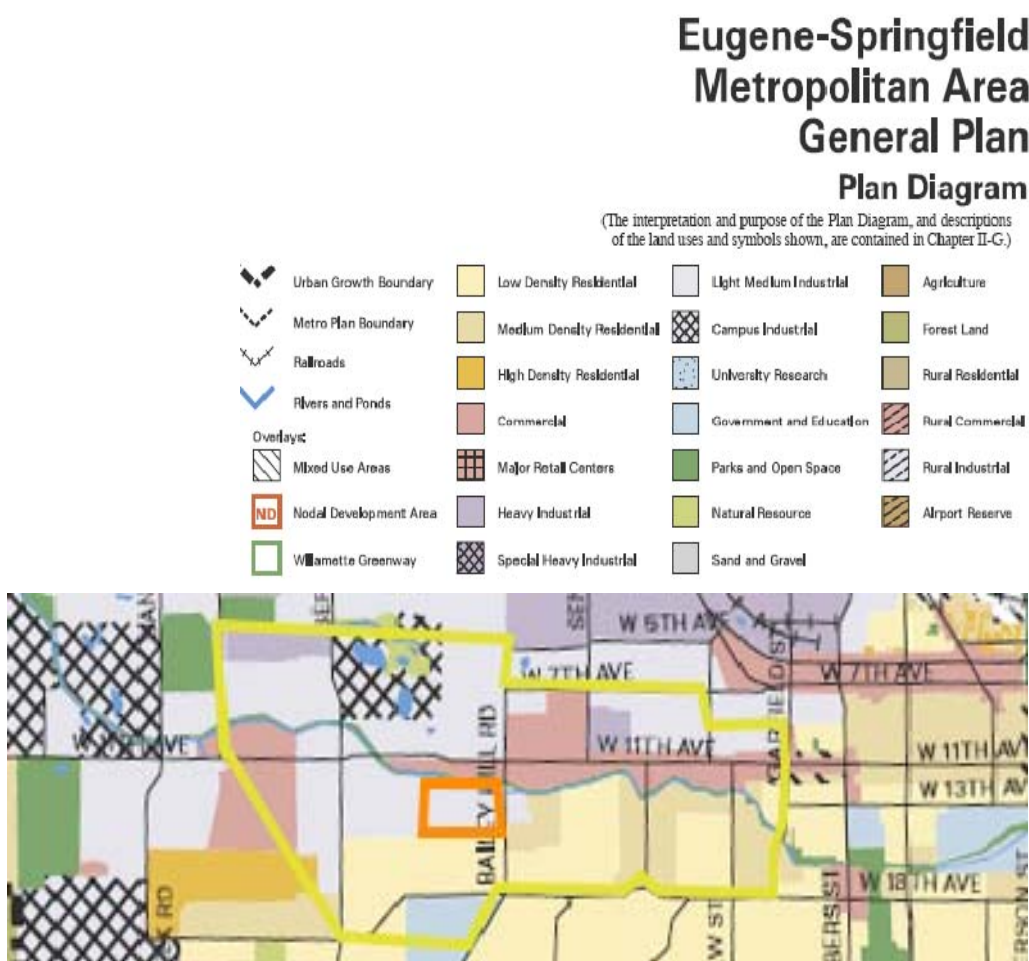
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APPENDIX A: LAND USE

- Eugene-Springfield Metropolitan Area General Plan
- Zoning Map
- Surrounding Zoning Designations
- Neighboring Land Uses
- Historic Aerial Photographs

Eugene- Springfield Metropolitan Area General Plan

Figure 1. Metro Plan Diagram

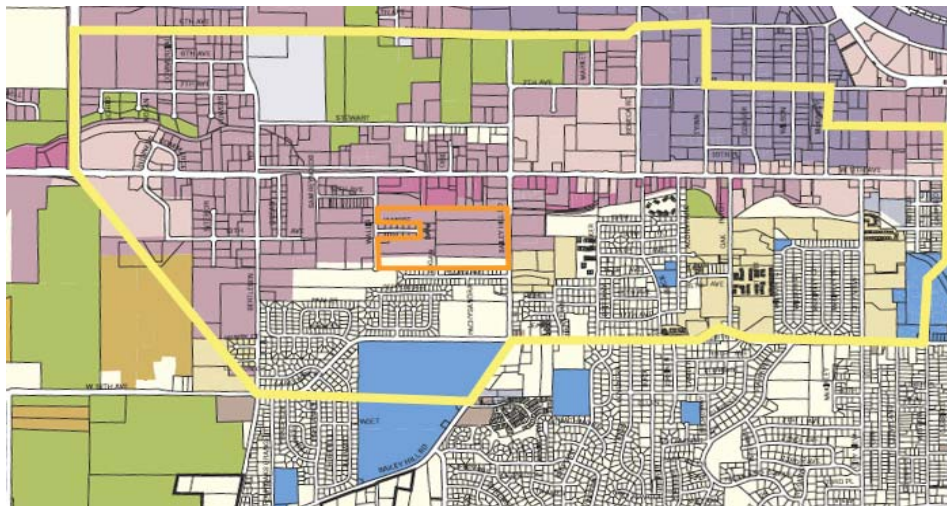


(source: Eugene- Springfield Metropolitan Area General Plan)

The general plan diagram (figure 1) delineates land use and the vision of future development in Eugene. The Rexus Site is outlined in orange and the site study area in yellow. The plan is comprehensive, and covers:

1. Residential land use and housing
2. Economic
3. Environmental resources
4. Willamette River Greenway, river corridors and waterways
5. Environmental design
6. Transportation
7. Public facilities and services
8. Parks and recreation facilities
9. Historic preservation
10. Energy
11. Citizen involvement

Zoning Designations



Eugene Zoning



I-2 Light-Medium Industrial

Purpose: “The purpose of the I-2 Light-Medium Industrial zone is to implement the Eugene/Springfield Metropolitan Area General Plan (Metro Plan) by providing areas to serve a wide variety of manufacturing and other industrial activities with controlled external impacts in locations designated for Light-Medium Industry in the Metro Plan. These types of industries are often involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than Heavy Industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. On a limited basis, supporting offices and commercial uses are permitted.”

Development Standards: There is no maximum building height requirement for this area, and a 10 foot setback requirement for abutting a residential or open space zone in the front yard and 20 feet for an interior yard. No setback is required for abutting any other zoning type. A high wall is required when abutting a residential zone.

(source: City of Eugene Development Code)

R-1 Low-Density Residential

Purpose: “The purpose of the R-1 Low-Density Residential zone is to implement the Metro Plan by providing areas for low-density residential use. The R-1 zone is designed for one-family dwellings with some allowance for other types of dwellings, and is also intended to provide a limited range of non-residential uses that can enhance the quality of low-density residential areas.”

Development Standards: There is no minimum density per acre and a maximum density of 14 units per acre. Maximum building height is 30 feet for the main building and 20 feet for an accessory dwelling. Minimum building setbacks are 10 feet for the front yard, 18 feet for garages, and a 5 foot interior yard setback. Buildings can cover a maximum of 50% of the lot.

(source: City of Eugene Development Code)

WP Waterside Protection Overlay Zone

Purpose: “The purpose of the /WP Waterside Protection overlay zone is to protect water quality in designated waterways, riparian areas, and adjacent wetlands by maintaining an undeveloped setback area between these features and adjacent developed areas. Maintenance of this setback area is also intended to protect wildlife habitat and prevent property damage from storms and floods. The /WP overlay zone is intended to maintain or enhance open space areas adjacent to water features. These open space areas are important because they typically contain native vegetation; convey, store, or improve the quality of urban stormwater runoff; provide habitat for wildlife and, where appropriate, can provide legally obtained access for channel maintenance.

Surrounding Zoning Designations:

Medium- Density Residential

Purpose: “The purpose of the R-2 Medium-Density Residential zone is to implement the Metro Plan by providing areas for medium-density residential use and encourage a variety of dwelling types. The R-2 zone is also intended to provide a limited range of non-residential uses to help provide services for residents and enhance the quality of the medium-density residential area.”

Development Standards: R-2 zoning requires a minimum of 10 units per acre and a maximum of 28 units per acre. Maximum building height is 35 feet for a main building and 20 feet for an accessory dwelling. Setbacks are 10 feet for front yard, 18 feet for garages, and 5 feet for interior yards. A maximum of 50% of the lot can be covered and a total of 20% of the site must be open space.

(source: City of Eugene Development Code)

C-4, Commercial/ Industrial

Purpose: The C-4 Commercial/ Industrial zone is designed to implement the Metro Plan by providing areas that allow a compatible mix of commercial and industrial uses that are largely oriented to automobile traffic. The zone is intended to provide for commercial uses and complimentary processing, assembling, packaging, or repairing of previously manufactured products.

Development Standards: Maximum building height is 50 feet. The minimum front yard setback is 10 feet, and interior yard setback is 0-10'. There is no maximum setback. Code requires a minimum of 10% landscaping.

(source: City of Eugene Development Code)

Neighboring Land Uses

Overview of Land Uses within the site study area. An asterisk indicates the entity is within a 1/4 mile walkable or drivable radius of the site boundary using existing roads and pedestrian ways. A quarter mile is generally accepted as a walkable distance.

Businesses: Paul's Bicycle Way of Life*, Green Gear Cycling, Target, Walmart, FredMeyer, Home Depot, Hampton Inn*, Good Will, St. Vincent De Paul's, Sherwin-Williams Paint store, Terra Firma Botanicals, Inc., U-haul*

Other business types: sports stores (2), music store, cabinet maker, furniture store (4), pet store, computer repair, tires, car repair* (many), metal fabrication*, small scale manufacturing* (many).

Restaurants: Taco Time*, Go Healthy Cafe*, Arby's*, Carl Jr.,* Subway, Pizza Hut*, McDonald's*, Hawaiian Time, Little Caesar's, Izzy's Pizza, Shari's, Burger King, Taco Bell, Papa Murphy's, Golden Orient, Hole in the Wall BBQ, Quiznos, Jack in the Box

Grocery Stores: Target, Walmart, Dari-Mart, Seven-11*, Fred-Meyer, King's Asian Market

Schools: Churchill High School, Kennedy Middle School, McCormack Elementary, Westmoreland Elementary School, Wellsprings Friends School, Willamette Christian School, Eugene Bible College, 4 preschools

Medical Facilities: Volunteers in Medicine Clinic (free medical care for low-income adults)

Parks: Acorn City Park, Churchill Sports Park, Berkeley City Park, Willow Corner City Park, Bertelsen Nature Park

Public: Food for Lane County food bank

Recreation: US Sports Plex (skate park, skate rink, basketball gym, workout facility)

(source: www.googlemaps.com, www.walkscore.com)

PARKS, TRAILS, SCHOOLS, ETC.

- *Churchill Sports Park* is 0.62 miles from the site. Amenities include baseball fields, basketball court, tennis courts, soccer fields, play structure, skatepark, slides, tire swing, swing, year-round restroom, benches, lighting, and picnic tables. A grass roots community garden is also located on site supported by Food for Lane County.
- *Acorn Park* is a 2.5 acre neighborhood park 0.58 miles from the site. Features include a full basketball court, play structure, slides, swings, benches, picnic table, trash cans, drinking fountain, parking, and bike rack.
- *Berkeley Park* is a neighborhood park that inhabits 2.18 acres 0.89 miles from the site and features a basketball court, play structure, slides, swings, whirl, fixed benches, and trash cans.
- *Gudu-Kut* city natural area is 1 mile from the site, covers 6.4 acres adjacent to Amazon Creek, and is characterized by seasonal ponds, wet prairie, and forested wetland. Access is from the Fern Ridge Bike Path.
- *Willow Corner Park* is a natural area 0.97 miles from the site, 7 acres in size, and adjacent to a 13 acre natural area restoration site. Restoration efforts aimed at the Meadowlark, Endangered Fender Blue Butterfly species, and Kincaid's Lupine represent a collaboration between the BLM, City of Eugene, and the Nature Conservancy.
- *Bertelsen Nature Park* is .34 miles from the site and a complex of natural habitats including emergent wetland, wet prairie, oak knoll, scrub-shrub, and forested riparian areas. It totals 34.5 acres and is home to water fowl, dragonflies, western pond turtles, and river otters. Two trails wind through the park, Bertelsen and Malik.

Historic Aerial Photographs

The following image series of approximately 10-year intervals provide context for historical development patterns at and around the Rexus site.

1936 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library Historic Aerial Collection)

1952 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library Historic Aerial Collection)

1960 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library Historic Aerial Collection)

1968 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library Historic Aerial Collection)

1977 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library
Historic Aerial Collection)

1979 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library
Historic Aerial Collection)

1986 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library
Historic Aerial Collection)

1994 west Eugene Aerial, Bailey Hill & W 11th



(Source: University of Oregon Knight Library
Historic Aerial Collection)

APPENDIX B: TRANSPORTATION

Surrounding Transportation Infrastructure Inventory

Several main roadways and one multi-use path surround the site. Local bus service to the area complements the automobile, bicycle, and pedestrian use of existing transportation infrastructure. The presence of driveways along major roadways also contributes to surrounding transportation infrastructure.

In the Study Area, three main roadway classifications predominate: major arterials, minor arterials, and major collectors.

- **Major arterials** support regional travel from points inside the city to destinations beyond it. While major arterials maintain a high level of connectivity with other roadways, they have limited property access and rarely include on-street parking.
- **Minor arterials** move traffic between commercial centers. Ideally, the design and operation of arterials at potentially congested intersections will either keep through-traffic moving or divert it to less congested streets.
- **Major collector** streets provide mobility and access in areas with high commercial activity and residential density. They minimize traffic on local streets by shouldering local destination-based traffic loads.

All the major roadways surrounding the site maintain arterial classification. Based on the definition above, one could expect the transportation facilities to carry large volumes of traffic with little to no commercial and residential access. The reality is that the arterials in the study area provide direct access to residential, commercial, and industrial uses. In short, major and minor arterials must also serve collector purposes, providing access to commercial and residential areas. This access creates conflict with through-traffic, which is further aggravated by adding transit service without pullouts. The result of these multiple-functioning arterials results in heavily used roadways with large volumes of traffic that moves inefficiently and that creates hazardous situations. In a word, these streets define “congestion.”

The following details of area roadways characterize the surrounding transportation infrastructure and mode use.

HIGHWAY 569 (BELTLINE HWY)

Major Arterial: Beltline Hwy borders the west side of Eugene and creates connectivity from I-5 to W. 11th. Beltline is a limited access facility and best fits the criteria for Major Arterial. Beltline stands as one of the only direct routes providing vehicular access to the north from south and west Eugene. Consequently, all northbound traffic collected into west Eugene must travel W. 11th for its northward route. Because few northbound alternative routes exist, commuters experience slow trips from W. 11th.

HIGHWAY 126 (MAPLETON-EUGENE HWY)

Major Arterial: W. 11th becomes Hwy 126 at the western edge of town. This two-lane highway is the only means of traveling from Eugene to west-lying cities and destinations such as Veneta, Florence, and the Oregon coast. Particularly between Eugene and Veneta, the lack of turn lanes creates inefficiencies and hazards on the highway because through-traffic must wait – and often stacks up – as automobiles slow and turn right or stop and turn left across the on-coming traffic lane.

The Highway has bike lanes; however, cyclists tend to use less direct, alternative routes with lighter automobile traffic to reach Lane County destinations.

WEST 11TH AVENUE

Major Arterial: W. 11th carries traffic east and west and lies immediately to the north of the Rexius site. West 11th is one of the only streets that extends directly from downtown Eugene to the west side of town. Before W. 11th becomes the Mapleton-Eugene Highway, it assembles westward moving through-traffic and provides access to multiple commercial properties oriented along its length. West 11th has two eastbound lanes, two westbound lanes, and a center turn lane that accommodate through-traffic, local access traffic, and local bus service. This major arterial combines fast-moving traffic with slowing and stopping traffic and sees approximately 25,000 trips per day.

No bike lanes exist on W. 11th. Sidewalks that adjoin the roadway without any buffering extend on both sides of the street from the eastern Study Area boundary westward beyond Bailey Hill Road. After Bailey Hill Road, sidewalks become discontinuous and, in many places west of Bertelsen Road, do not exist at all.

WEST 18TH AVENUE

Minor Arterial: W. 18th carries vehicles east and west and lies to the south of the Rexius site. West 18th is the only other continuous street that runs east and west in the west Eugene area. Most traffic uses Bailey Hill Road to connect with W. 11th, and some traffic turns at Bertelsen Road. A small portion of vehicles that use W. 18th turn at Willow Creek Road – W. 18th Avenue's westerly terminus – before connecting to or disconnecting from the Mapleton Eugene Highway (west of the Beltline intersection).

West 18th has regular bus service, and a main stop exists at the intersection with Bailey Hill Road. Much of W. 18th in the Study Area accommodates one lane for auto travel in each direction, bike lanes on each side of the street, sidewalks with some landscape buffering, and no bus pullouts. Street right of way allows for a center turn lane. West of Bailey Hill Road, a parking lane on both sides of the street fits between the buffered sidewalk and bike lane. Along this residential portion of the Study Area, some driveways front W. 18th although most vehicular access to properties occurs from side streets. The continuous bike lanes and sidewalks on W. 18th experience frequent use.

BAILEY HILL ROAD

Minor Arterial: Bailey Hill Road adjoins the east side of the site and carries two lanes of traffic north and south with a center turn lane. This street is one of the few that runs continuously north and south in west Eugene. Bailey Hill Road terminates to the north at W 5th Avenue; however, a substantial portion of traffic concentrates between W. 18th and W. 11th. Regular bus routes service segments of Bailey Hill Road, particularly between W. 11th and W. 18th. In this same segment, bike lanes and unbuffered sidewalks stretch along both sides of the road. Several transit routes travel Bailey Hill Road, but there are no pullouts at stops.

South of W. 18th, Bailey Hill Road recently underwent a Road Diet, an infrastructure strategy to reduce roadway capacity and speeds and to improve pedestrian amenities and safety. The features of the W. 11th to W. 18th segment that include a wide road with a central turn lane did not appropriately serve the community south of W. 18th. The center turn lane now contains a planted median. An improved pedestrian crossing between the high school and commercial areas to the east slows traffic speeds and enhances safety for all road users.

SOUTH BERTELSEN ROAD

Minor Arterial: South Bertelsen Road lies to the west of the site and, with Bailey Hill Road, is the only other street that runs continuously from the northern section of west Eugene across W. 11th and into south Eugene. Bertelsen Road sees less use than Bailey Hill Road and has less transportation infrastructure. The two-lane road has discontinuous sidewalks, bike lanes, and infrequent transit service stops in the bike lane and lane of traffic.

WEST 13TH AVENUE

Future Major Collector: Currently, W. 13th discontinues about 1.25 miles to the east of the Rexius site at Garfield Street and restarts again just to the west of site. West 13th then becomes Commerce Street as it bends northward near Wal-Mart and connects with W. 11th. As a future major collector through the site, W. 13th would deliver roadway users to multiple residential and commercial locations that could exist on the site. This major collector also has the potential to supply a needed collector street function and provide an additional east-west alternative to W. 18th and W. 11th in the Study Area. However, without access to businesses along W. 11th, the new street alignment may not be able to relieve congestion on W. 11th caused from right turns to access local commercial areas.

Because W. 13th currently dead-ends on both sides of the site in the Study Area, little demand for transportation enhancements exists. On the east side of the site, W. 13th is a modest residential street with sidewalks and no direct access to main streets in the neighborhood. The street serves the local residential area only. West of the site, the street lacks sidewalks and other features, and the surrounding area has minimal light industrial development that includes mostly workshops. Beginning at and as Commerce Street, W. 13th adopts the character of a fully improved transportation facility that includes bike lanes, buffered sidewalks, and human-scale street lighting.

FERN RIDGE PATH

The Fern Ridge multi-use path provides convenient alternative access to west Eugene from downtown via foot or bicycle. Within the Study Area, the path follows the north bank of the Amazon Creek at W. 15th and W. 16th Avenues to the east. At Oak Patch, east of the site, the Creek takes a more northerly course, and the path continues at approximately 13th Avenue on the south side of the bank. In the block east of the site, a pedestrian bridge over the Creek relocates the path to the north bank. At Bertelsen Road, immediately west of the site, the path crosses under W. 11th and continues along the Creek's north bank into the West Eugene Wetlands natural area. The path accommodates a high number of daily trips from commuters and people who use the path to walk dogs, recreate, and exercise.

Few businesses have access to or from the Rexius site, and many residential areas that adjoin the site offer limited to no access to the path. Most access to the path comes from north-south cross streets, which often include crossing signage for motorists and pedestrian refuges mid-street. Several underpasses allow through-traffic to safely bypass busy streets and nearly all of these underpasses allow access to the streets above, Garfield Street and Bertelsen Road excepted. Within the Study Area, the pedestrian bridge in the block east of the site is one location where many people access the path from the residential neighborhood, and this access point experiences high volume use.

Along the path, several areas provide places for people to rest. These areas are equivalent of bus pullouts and include a widening of the path with benches and trashcans. Some of these wide areas serve a more interpretive function and offer educational signage or viewing areas but do not provide seating. The rest area just west of Oak Patch serves as a social gathering area for the homeless, and the path area through the Study Area attracts a noticeable number of this population. Particularly in rainy conditions, the underpasses provide refuge from the elements and many people gather in these locations. The underpasses also attract graffiti artists and taggers, and the taggers sometimes mark the path itself.

TRANSIT

In the area around the site, bus service provided by LTD includes five main routes with one major transit stop. This transit stop, Seneca Station, sits across the street and one block to the east of the Rexius site. Service runs from 6 a.m. to 11 p.m. weekdays, 7:10 a.m. to 11 p.m. Saturdays, and 8:10 a.m. to 7:50 p.m. Sundays, with service every 30 minutes to every ten minutes on W. 11th. Service on 18th is less frequent at 30-minute or 1-hour intervals, and service on Bailey Hill Road occurs at 1-hour intervals.

Transportation Issues Surrounding the Site

CONGESTION

ARTERIAL/COLLECTOR MIX

As mentioned in Chapter 3, the absence of collector and local street classifications in the area presents considerable challenges for developing transportation system improvements on the site that could create a measurable reduction of traffic on the arterials. The Rexius site borders one side of a mega-block that measures approximately one mile wide by half a mile long. The four streets that border the block are either major or minor arterials, meaning they are designed to expedite regional travel and efficiently move traffic to and from major commercial centers. The addition of streets with collector classification would serve local, destination-based traffic. Collectors provide opportunity to access businesses, but they primarily separate regional through-traffic from short-distance traffic. The absence of collector streets contributes to congestion because local, turning traffic must slow and stop within the lane of traffic, which causes delays for traffic collected to pass expeditiously through the area.

LIMITED ALTERNATIVE ROUTES

With W. 11th and W. 18th the only east-west street connections in west Eugene, traffic multiplies on these streets. Amazon Creek and sensitive ecological habitat west of the Rexius site constrain transportation alternatives immediately south of W. 11th that would serve automobile use. While there are more north-south connections in the neighborhood than east-west through-streets, they occur at infrequent intervals for collective traffic demand, particularly to serve W. 11th. Congestion results from concentrating all traffic onto a few streets and focusing right and left turn options at an equally small number of intersections.

The prospect of adding the 13th Avenue collector street through the Rexius site would provide some relief to the limited east-west route options; however, new connections like this come with challenges. New connections from local streets to the Rexius site could increase traffic in residential neighborhoods. Similarly, the concern arises that new roads and easier access to destinations can lead to auto trip increases rather than decreases.

ACCESS MANAGEMENT

Access management addresses transportation flows and safety related to driveways and curb cuts. Part of the issue with absent collector street classifications addresses local access to businesses on major transportation thoroughfares. Generally speaking, arterials have few to no driveway cuts along them, and the absence of these features keeps traffic running smoothly. Engineering roadways for efficient traffic movement includes left- and right-turn lanes at intersections with adequate length for a number of vehicles to “stack” in wait for safe turning opportunities. Access management also examines where driveways or curb cuts are placed in relation to intersections.

Many of the elements access management addresses have not been designed into the roadway infrastructure on W. 11th and streets surrounding the Rexius site block. Driveways located close to intersections create hazards for people maneuvering into and out of commercial areas. Similarly, the frequency of driveways along the streets creates unsafe conditions for pedestrians by increasing the number of potential turning conflicts with autos and degrading the walking environment with irregular and uneven walking surfaces. Insufficient

access management strategies contribute to congestion because traffic experiences delays from turning vehicles that cannot exit the lane of traffic. Unsafe conditions at intersections with driveways create long delays for traffic entering or exiting properties, and the potential for collisions at these places can further delay traffic.

Bus stops on congested streets aggravate traffic problems, particularly on streets like W. 11th where the bus must stop in the traffic lane. A bus on W. 11th essentially narrows the arterial to one lane of traffic in the direction of travel. Vehicles stack behind the bus as it stops, and drivers often try to escape delays caused by the bus by turning into the unobstructed travel lane. These avoidance patterns with the bus further delay traffic by causing through-traffic to slow in response to vehicles entering the traffic lane at lesser speed. With the bus stopping in a traffic lane, there is not enough room for vehicles to negotiate dramatically different speeds and transportation needs.

SAFETY

ROADWAYS

Vehicle congestion often includes a variety of safety concerns. Sudden stopping, starting, and turning vehicles can cause collisions on roadways and in driveways. Drivers focused on navigating vehicular obstacles may misjudge pedestrian or cyclist movements. Weather conditions can intensify any existing safety concern particularly where little room to maneuver exists.

SIDEWALKS

Pedestrian and cyclist safety poses considerable challenges to transportation infrastructure surrounding the Rexius site. In many places around the megablock, there are no sidewalks, which means that pedestrians and people in wheelchairs often share the roadway with vehicles. Of the sidewalks that do exist, most immediately adjoin the roadway without buffering. In some places, security and chain-link fences border the non-roadway side of the sidewalk. Unbuffered sidewalks locate pedestrians and cyclists within inches of fast-moving traffic. The closest “escape” from sidewalk difficulties is into traffic flows on W. 11th, and likewise, there is no relief from the exhaust, noise, and rushing air of traffic. West 11th and Bailey Hill Road essentially serve only autos in their current condition.

STREET WIDTH

Street width also presents challenges for pedestrians and cyclists attempting to cross. Wide streets tend to encourage fast-moving traffic and discourage pedestrian use. Between W. 18th to W. 11th, there is only one crossable intersection on Bailey Hill Road, the Fern Ridge Path crossing at approximately W. 13th. The intersection includes a pedestrian refuge, which provides some safety for path users attempting to cross the expanse of Bailey Hill Road. On W. 11th, there are few signalized intersections for safe crossing. All other intersections include no pedestrian crossing safety features. On Bailey Hill Road and on W. 11th, pedestrians and cyclists must choose to cross five traffic lanes without protection, otherwise they must travel substantial distances to signalized intersections.

INTERSECTIONS

Signalized intersections on W. 11th provide adequate safety features for pedestrian crossing with the exception of the W. 11th and Bertelsen Road intersection where no sidewalk or curb cuts exist at the corner. To reinforce the assessment that the Bertelsen Road and W. 11th intersection poses extreme safety concerns. Generally speaking, the signalized intersections on the mega-block around the Rexus site provide adequate safety features; however, the intersections and street environments lack amenities that make these appealing crossings, particularly their distance from other functionally safe intersections. One significant concern for pedestrians related to safe intersection crossings and the wide streets around the mega-block pertains to connectivity to and from bus stops. When pedestrians disembark the bus, they often find themselves only a couple of feet from congested traffic with often a half-mile walk in these conditions to the nearest signalized street crossing or business access point.

The unsignalized but “improved” intersection at Bailey Hill Road and the Fern Ridge Path still poses extreme safety concern. The intersection has a striped crosswalk and median pedestrian refuge along with crosswalk signage on Bailey Hill Road. From the path, users have yield signs – the only location along the entire path where yield signs exist for path users at a street crossing. Vehicle traffic, which frequently includes semi-trucks, inconsistently and erratically yields at this busy intersection.

PATHWAYS & BIKE LANES

The Fern Ridge Path also presents unique transportation safety issues at some underpasses. Primarily during rainy weather, some social gathering occurs at the underpasses with people taking refuge from the wet climate. The dark and narrow segments of the underpass segments make it difficult for path users, particularly cyclists, to see people asleep or gathered in the pathway. Little room to maneuver around obstacles exists. In this area, the path also attracts taggers and graffiti artists, which can negatively affect perceived safety from a visual standpoint.

Bike lanes exist on all streets of the mega-block except for W. 11th where cyclists must use the unbuffered sidewalk for access to W. 11th businesses. Generally, bike lanes on these streets provide sufficient facilities for cyclists although some challenges interfere with safe and efficient cycling. Bus stops on Bailey Hill, Bertelsen, and W. 18th cause buses to block bike lanes and extend into the traffic lane, creating inefficiencies and unsafe conditions. Cyclists must wait behind buses or maneuver into the traffic lane around them. On W. 18th the presence of parking lanes between bike lanes and sidewalks puts cyclists at risk of getting hit by opening car doors or swerving into traffic lanes to avoid the opening doors.

TRANSIT INEFFICIENCIES

Transit inefficiencies in the area lead to the experience and perception of unreliable bus service for daily commuting. Service delays in the area often result from vehicles refusing to yield to buses reentering traffic. Service can also experience delays from access management challenges: vehicles along the arterial slowing, stopping, turning, and changing lanes. The West Eugene EmX

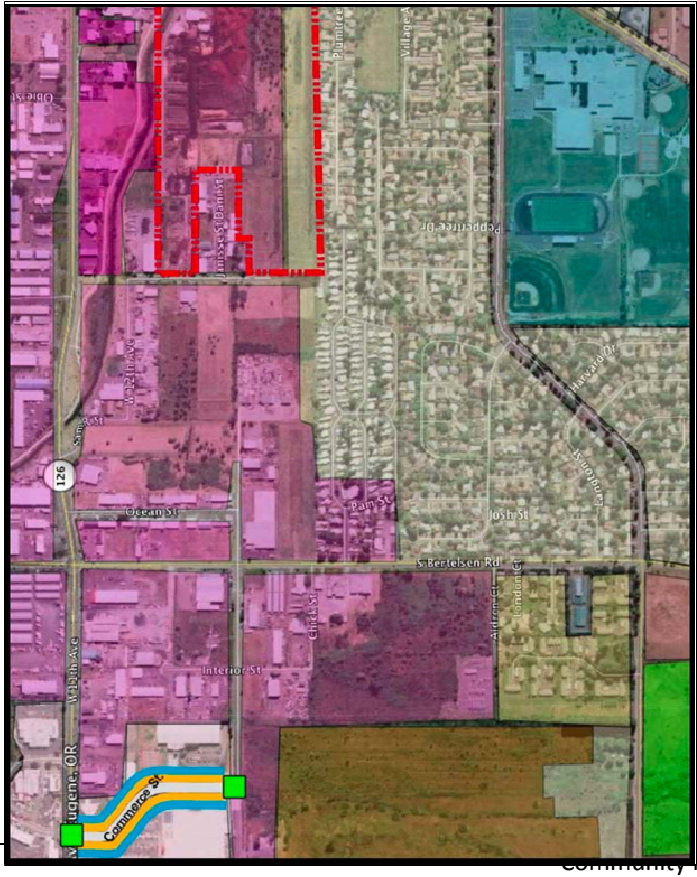
Extension could address transit inefficiency and unreliability by locating transit service in dedicated transit lanes. However, earning the support of business owners along W. 11th who would lose substantial property for increased right of way needs could complicate or delay the creation of dedicated transit lanes for EmX service.

Walkability Audit Posters

Commerce Street



Overall Assessment
Walkscore: 88. Very Walkable. It's possible to get by without owning a car (if it was possible to live on Commerce St).
Auditor thought this area contained many walking amenities which made it pleasant even though the street has a lot of traffic near shopping center entrances.



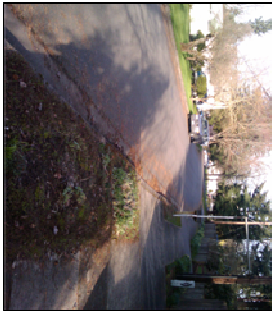
Residential Land Use <ul style="list-style-type: none">There is no residential land on Commerce Street.	Walking and Biking Amenities <ul style="list-style-type: none">Wide sidewalks line both sides of the street.Sidewalks are buffered from the street by a 2-foot wide grass strip with street trees.Public lighting is road oriented.
Nonresidential Land Use <ul style="list-style-type: none">There is existing nonresidential commercial and industrial land on the street. Commercial includes the Wal-Mart and a U.S. Sports Plex, skate park and roller rink.Buildings on the street are in excellent condition.	Transit and Road Characteristics <ul style="list-style-type: none">The street is two lanes wide, paved and has a speed limit of 25 mph.There is no shoulder, bike lane or on-street parking.No traffic control devices were present on the street.
Public, Residential and Nonresidential Space/Aesthetics <ul style="list-style-type: none">Youth and adults were observed around the street, mostly entering and exiting shopping facilities.There are no neighborhood parks or playgrounds on this street.	Connectivity Assessment <ul style="list-style-type: none">Commerce Street runs from just north of W11th Ave down to 13th St. (It is not a long street.)It allows safe pedestrian access to large commercial areas including Wal-Mart and Target.It also allow residents in West Eugene to access these commercial areas without going on W11th Ave.

East Residential Neighborhood

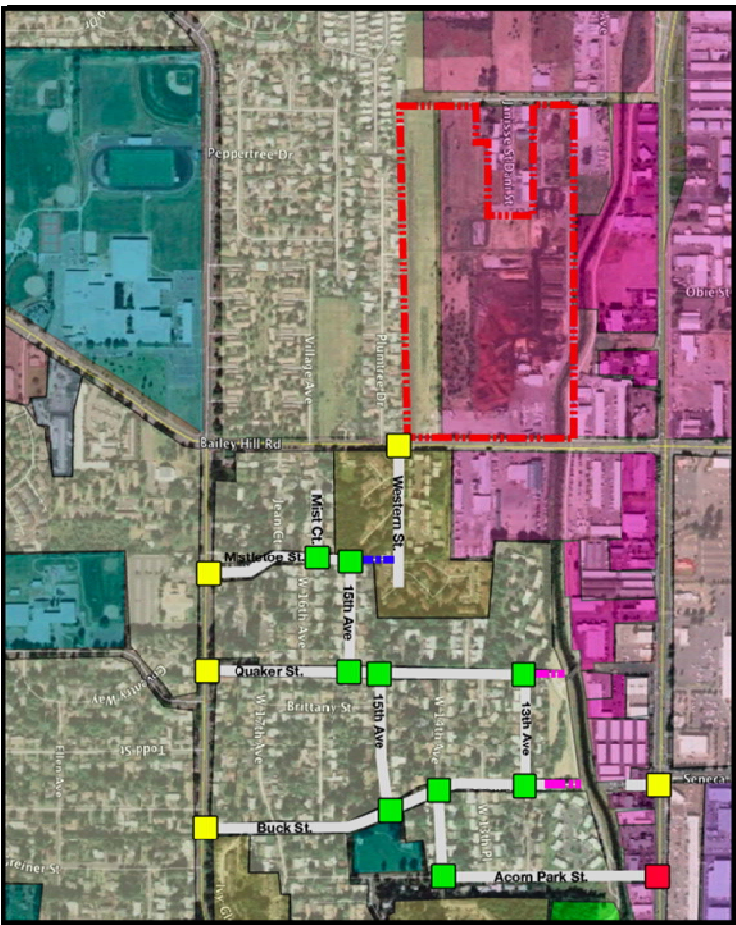
Overall Assessment

Walkscore: 71 Very Walkable. Many stores, restaurants, and amenities are within walking distance. Streets are nearby major commercial areas but separated by Amazon Creek. Creek bridge and desire lines make accessing the commercial area easy.

Overall, a highly walkable neighborhood. There is little traffic and it moves slowly. People use the streets for all modes of transportation.



Residential Land Use (bullet point the audit sheet)	Walking and Biking Amenities
<ul style="list-style-type: none">• Primarily single-family residential in fairly good condition.• Multifamily areas in good condition along neighborhood edges, generally in the northern and western parts of the residential area.• Built out area with no vacant lots.• Yards are well maintained with a mix of traditional lawns and landscaping.• Sizeable front yards and house fronts predominantly without porches.• Few front yard fences or high shrubs.• One abandoned house apparent, otherwise all properties occupied.	<ul style="list-style-type: none">• Irregular sidewalk pattern throughout: present, partial, and absent.• Irregular sidewalk buffering.• Sidewalks and roadways in fairly good condition with isolated areas, mainly of street, in disrepair.• Street lighting is present and high up, no pedestrian-scale lighting.• Tree shading of pedestrian environment irregular.
Nonresidential Land Use	Transit and Road Characteristics
<ul style="list-style-type: none">• Commercial uses are isolated to the northern side of Amazon Creek, separated from the residential areas.• Presence of home-based business minimal to absent.	<ul style="list-style-type: none">• Two-lane paved roadways with on-street parking.• Minimal traffic control devices.
Public, Residential and Nonresidential Space/Aesthetics	Connectivity Assessment
<ul style="list-style-type: none">• Public park is well used and in excellent condition.• Presence of people is high with walkers and cyclists throughout the neighborhood and residents in yards.• Some graffiti (tagging) in the area.• Predominantly tidy and well-kept neighborhood with very little litter.	<ul style="list-style-type: none">• Grid system with short blocks.• Pedestrian and bicycle access to areas inaccessible by car.

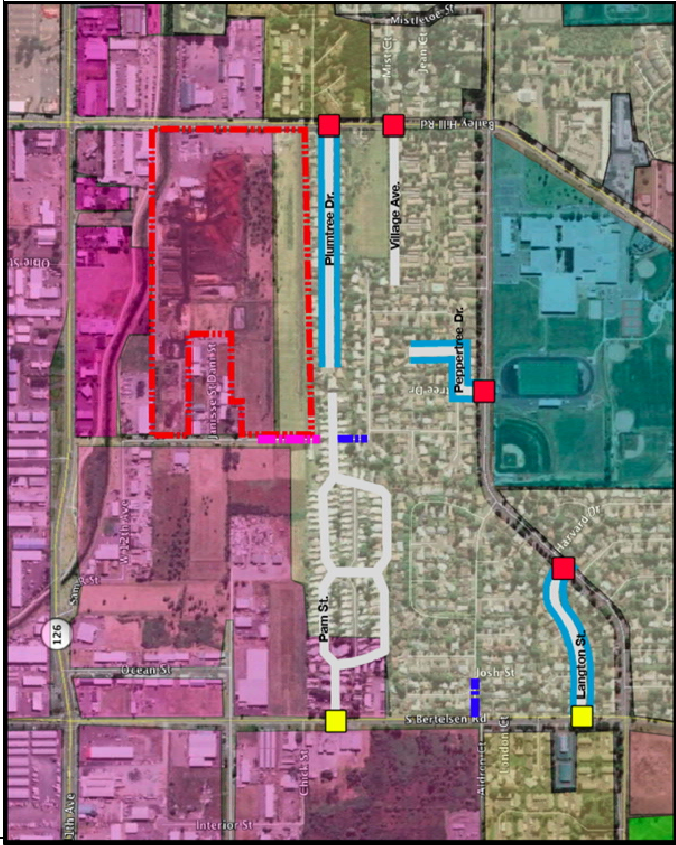


South Residential Streets

Overall Assessment
Walkscore: Somewhat walkable. Some stores and amenities are within walking distance, but many everyday trips still require a bike, public transportation, or car.

Pam St: 55 Peppertree Dr: 55 Plumtree Dr: 58

Overall, the auditor thinks these streets are walkable. The streets have pedestrian friendly amenities present.



CROSSWALK SAFETY:

- Red dashed line: Rexus Property Line
- Grey line: Audited Street
- Blue line: Sidwalk
- Orange line: Bike Lanes
- Blue line: Bike/Pedestrian Paths
- Pink line: Desire Lines/Paths

LAND USES:

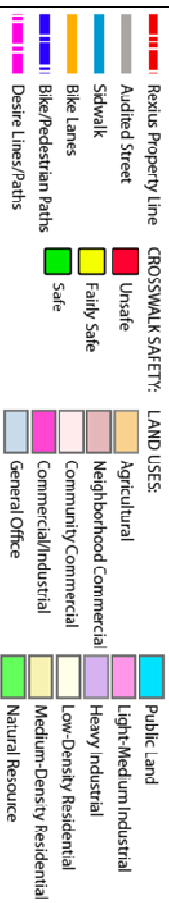
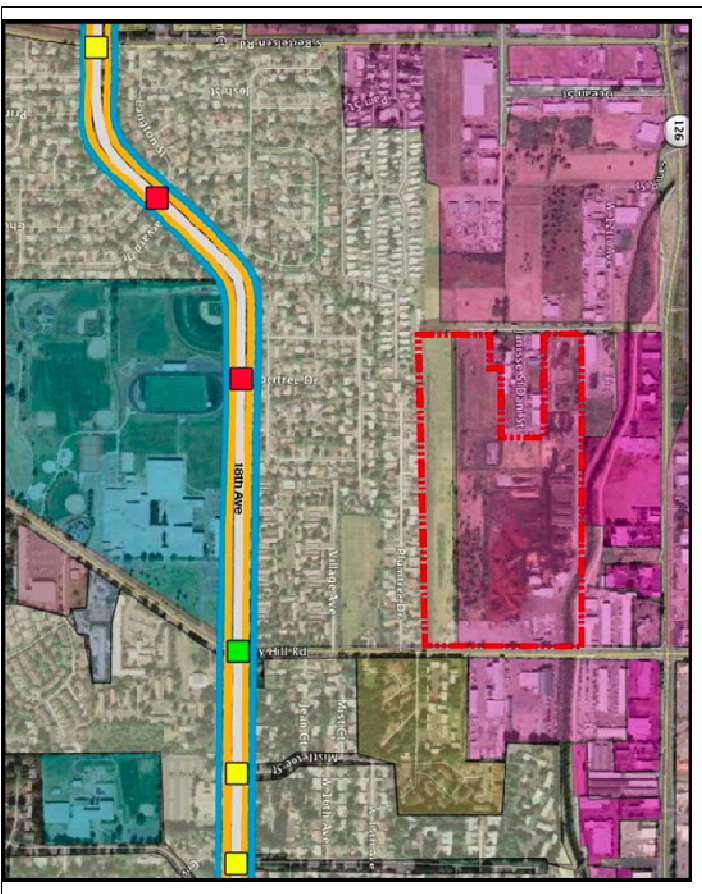
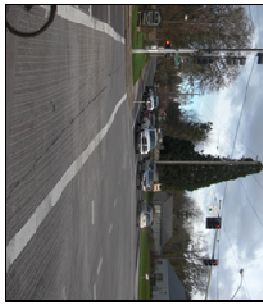
- Light blue: Public Land
- Yellow: Light-Medium Industrial
- Orange: Heavy Industrial
- Light green: Low-Density Residential
- Dark green: Medium-Density Residential
- Light purple: Natural Resource
- Light orange: Agricultural
- Light blue: Neighborhood Commercial
- Light green: Community Commercial
- Light purple: Commercial/Industrial
- Light blue: General Office

Residential Land Use <ul style="list-style-type: none">Housing along roads include single family and multi-family homes and mobile/trailer homes.The over all condition of the housing types are varying from fair to good.Traditional lawn/landscaping with fences/shrubs and few porches. However, Pam St. has extreme differences with no yard at times.	Walking and Biking Amenities <ul style="list-style-type: none">Sidewalks are present along the entire segment of road on both sides and are in fair/good condition for Plumtree and Peppertree. No sidewalks on Pam St.The sidewalks have 2 - 6 foot, incorporate trees for shade and have pedestrian oriented lighting.There are no bike paths present in all three neighborhoods.
Nonresidential Land Use <ul style="list-style-type: none">There are no nonresidential commercial or industrial land uses in all three neighborhoods.	Transit and Road Characteristics <ul style="list-style-type: none">All three neighborhoods are 1 lane across.There are speed bumps present on Pam St.There are stop signs along Plumtree Dr.
Public, Residential and Nonresidential Space/Aesthetics <ul style="list-style-type: none">There are no public/nonresidential spaces present in the neighborhoodsOnly a few adults were visibly active at locations.There were varying amounts of litter, the most visible along Plumtree Dr.	Connectivity Assessment <ul style="list-style-type: none">Pam St. connects to Bertelsen and there is a pedestrian path that connects to Josh St present as well.Peppertree Dr. connects to W18th Ave only.Plumtree Dr. connects to Bailey Hill Rd only.

West 18th Ave

Overall Assessment

Wallscore: 5/1. Somewhat walkable. Some stores and amenities are within walking distance, but many everyday trips still require a bike, public transportation, or car.



Residential Land Use	Walking and Biking Amenities
<ul style="list-style-type: none"> Housing along road includes single family and multi-family homes. The over all condition of the housing types are good to excellent. Traditional lawn/landscaping with fences/shrubs and few porches. 	<ul style="list-style-type: none"> Sidewalks are present along the entire segment of road on both sides and are in good condition. The sidewalks have 2 - 6 foot buffers moving west down 18th ave and incorporate trees for shade. There are bike paths present on both sides of the road.
Nonresidential Land Use	Transit and Road Characteristics
<ul style="list-style-type: none"> There are no nonresidential commercial or industrial land uses. There are 2 religious present along road. The facilities are in excellent condition. 	<ul style="list-style-type: none"> West 18th Ave is 2 lanes across with a speed limit of approx. 35 mph. The street has designated crosswalks at Bailey Hill Rd and at Bertelsen. There are pedestrian yield paddles, pavement markings and traffic lights at Bailey Hill intersection and stop signs and basic pavement markings at Bertelsen.
Public, Residential and Nonresidential Space/Aesthetics	Connectivity Assessment
<ul style="list-style-type: none"> The road borders Churchill High School/Sports parks, which are in excellent condition. Adults and children were visibly active at locations. There were varying amounts of litter, less on the western (residential) end and more at the eastern (public space) end. 	<ul style="list-style-type: none"> West 18th Ave. is a main arterial parallel to W11th. It continues west to intersect with S Bertelsen and also intersects with Bailey Hill Rd. The street creates connectivity from downtown Eugene to West Eugene. A majority of the southern neighborhoods connect directly to West 18th Ave.

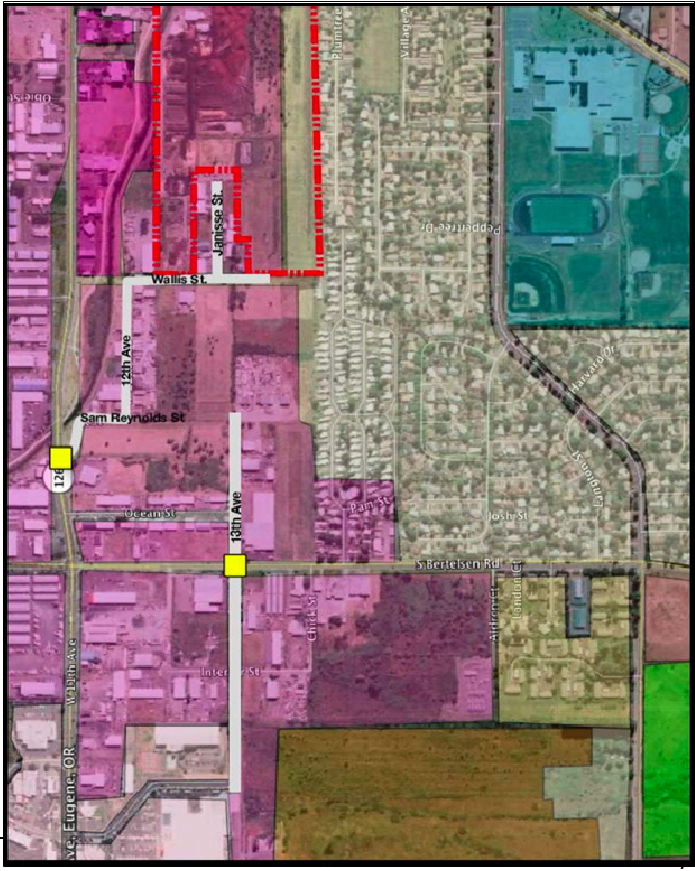
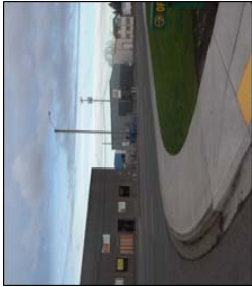
West Industrial Streets

Overall Assessment

Walkscore: Somewhat walkable. Some stores and amenities are within walking distance, but many everyday trips still require a bike, public transportation, or car.

Janisse St: 55 Wallis St/W12th Ave: 55 Sam R St: 68

Overall, the auditor thinks these streets are walkable. There is very little traffic and the street is designed for vehicles not pedestrians.



Residential Land Use	Walking and Biking Amenities
<ul style="list-style-type: none">Housing along roads includes some single-family homes but mostly mobile/trailer homes.The over all condition of the housing types are varying from poor to fair.The landscape has extreme differences with no yard most of the time.	<ul style="list-style-type: none">Sidewalks are not present along most of the segments. There are soft trails present where sidewalks should be as well as at the dead end of Wallis St to Pam St.There is no public lighting along these segments.There are very few trees located in this area.
Nonresidential Land Use	Transit and Road Characteristics
<ul style="list-style-type: none">There are more nonresidential commercial and industrial land uses than residential land uses on these streets.There are some newly renovated sites so the overall condition of these structures are mixed with extreme differences.There is one religious structure located on Sam R St.	<ul style="list-style-type: none">All four streets are 1 lane across.There are no public transit facilitiesThe roads are paved and there is no restriction on parking in the area.There are no traffic controls devices like signs, crosswalks, or pavement markings.
Public, Residential and Nonresidential Space/ Aesthetics	Connectivity Assessment
<ul style="list-style-type: none">There are many vacant lots mostly along Wallis St. and Sam R St.Only a few adults visible outside of facilities with dogsThe is a considerable amount of large litter items, such as tires, broken down vehicles, and furniture mixed with trash and smaller items.	<ul style="list-style-type: none">Sam R St. connects to W 11th Ave and is the main connector for all other streets listed.Wallis St. dead-ends a block south of Janisse St and fails to connect to Pam St neighborhoods.Janisse St. is perpendicular to Wallis and comes to a T at the Rexius site.

APPENDIX C: NATURAL RESOURCES

- Soil Classifications
- Waterside Protection Overlay

Soil Classifications

Soil classifications are a systematic categorization of soils, which distinguishes soil's characteristics and limits of use. This examination of soils is an assessment of soils for various agricultural and engineering uses. At a construction site, a detailed investigation of the soil includes information concerning the type of soil, its thickness and strength, and the location of bedrock.

85—NATROY SILTY CLAY LOAM:

Map Unit Setting

Elevation: 90 to 1,000 feet

Mean annual precipitation: 30 to 60 inches

Mean annual air temperature: 50 to 55 degrees F

Frost-free period: 160 to 235 days

Map Unit Composition

Natroy and similar soils: 85 percent

Minor components: 15 percent

Description of Natroy

Setting:

Landform: Terraces, fans

Landform position (three-dimensional): Tread

Down-slope shape: Linear

Across-slope shape: Linear

Parent material: Fine-textured mixed alluvium

Properties and qualities

Slope: 0 to 2 percent

Depth to restrictive feature: More than 80 inches

Drainage class: Poorly drained

Capacity of the most limiting layer to transmit water (Ksat): Very low to moderately low (0.00 to 0.06 in/hr)

Depth to water table: About 0 to 12 inches

Frequency of flooding: Rare

Frequency of ponding: Frequent

Available water capacity: High (about 9.1 inches)

Typical profile:

0 to 5 inches: Silty clay loam

5 to 57 inches: Clay

57 to 60 inches: Gravelly clay

87—NATROY-URBAN LAND COMPLEX:

Map Unit Setting

Elevation: 90 to 1,300 feet

Mean annual precipitation: 30 to 60 inches

Mean annual air temperature: 50 to 55 degrees F

Frost-free period: 160 to 235 days

Map Unit Composition

Natroy and similar soils: 60 percent

Urban land: 30 percent

Minor components: 8 percent

Description of Natroy

Setting:

Landform: Terraces, alluvial fans

Landform position (three-dimensional): Tread

Down-slope shape: Concave, linear

Across-slope shape: Concave, linear

Parent material: Fine-textured mixed alluvium

Properties and qualities

Slope: 0 to 2 percent

Depth to restrictive feature: More than 80 inches

Drainage class: Poorly drained

Capacity of the most limiting layer to transmit water (Ksat): Very low to moderately low (0.00 to 0.06 in/hr)

Depth to water table: About 0 to 12 inches

Frequency of flooding: Rare

Frequency of ponding: Frequent

Available water capacity: High (about 9.1 inches)

Typical profile:

0 to 5 inches: Silty clay loam

5 to 57 inches: Clay

57 to 60 inches: Gravelly clay

106A—PENGRA-URBAN LAND COMPLEX, 1 TO 4 PERCENT SLOPES:

Map Unit Setting

Elevation: 200 to 2,000 feet

Mean annual precipitation: 30 to 60 inches

Mean annual air temperature: 50 to 55 degrees F

Frost-free period: 160 to 235 days

Map Unit Composition

Pengra and similar soils: 60 percent

Urban land: 25 percent

Minor components: 7 percent

Description of Pengra

Setting:

Landform: Hills, fans

Landform position (two-dimensional): Toeslope

Landform position (three-dimensional): Base slope, tread

Down-slope shape: Concave, linear

Across-slope shape: Linear

Parent material: Stratified alluvium

Properties and qualities

Slope: 1 to 4 percent

Depth to restrictive feature: More than 80 inches

Drainage class: Somewhat poorly drained

Capacity of the most limiting layer to transmit water (Ksat): Very low to moderately low (0.00 to 0.06 in/hr)

Depth to water table: About 0 to 30 inches

Frequency of flooding: None

Frequency of ponding: None

Available water capacity: Moderate (about 8.5 inches)

Typical profile:

0 to 6 inches: Silt loam

6 to 21 inches: Silty clay loam

21 to 60 inches: Clay

HYDRIC SOILS & DRAINAGE CLASSES

Soil classification '85—Natroy silty clay loam' is classified as being all hydric and both '87—Natroy-Urban land complex' and '106A—Pengra-Urban land complex, 1 to 4 percent slopes' are classified as partially hydric. Soils 85 and 87 are considered poorly drained and 106A is somewhat poorly drained. A complete document of the Rexius site soil survey has been compiled and includes data on Building Site Development, Land Classification, and Soil Properties and Qualities. It is available through the CPW team, if further information is needed.

Waterside Protection Overlay

Chapter 9.4700 of Eugene's Metro Plan states the purpose of the /WP overlay zone is "to protect water quality in designated waterways, riparian areas, and adjacent wetlands by maintaining an undeveloped setback area between these features and adjacent developed areas. Maintenance of this setback area is also intended to protect wildlife habitat and prevent property damage from storms and floods."

LAND USES PERMITTED WITHIN THE /WP AREA:

1. Removal of refuse and any fill that is in violation of local, state or federal regulations. Removal of fill must be consistent with State of Oregon Removal-Fill regulations.

2. Removal of non-native or invasive plant species included on a list approved by the planning director and kept on file at the city.
3. Planting or replanting with native plants included on a list approved by the planning director and kept on file at the city.
4. Construction of channel maintenance access roads or pathways and channel maintenance practices used to maintain stormwater conveyance and flood control capacity as required by local policies, state and federal regulations, and intergovernmental agreements. Eugene Code 9.4-25 01/19/2010
5. Removal of vegetation by non-chemical means within a strip not to exceed 15 feet wide where a publicly owned property within the /WP overlay zone abuts private property that is not within a /WP area, and only when deemed necessary by the public works director to protect human health and safety or to prevent a nuisance.

LAND USES PERMITTED WITHIN /WP AREAS SUBJECT TO SITE REVIEW:

1. Realignment and reconfiguration of channels and pond banks. Subject to EC 9.2530 Natural Resource Zone Development Standards (2), (3), and (5) through (9).
2. Construction of stormwater quality treatment facilities that do not include adding impervious surfaces and that use biofiltration methods, such as shallow grassy swales, constructed wetlands, or ponds. Subject to EC 9.2530 Natural Resource Zone Development Standards (2) through (9).
3. Construction of public improvements (including but not limited to streets, sanitary and storm sewers, bridges, bikeways, pedestrian paths, maintenance access roads and public utilities) required by this land use code or specified in adopted plans. Subject to EC 9.2530 Natural Resource Zone Development Standards (2) through (10), and (13) through (19).
4. Maintenance of existing utility easements to maintain access and promote safety, and as required by local policies, state and federal regulations, and intergovernmental agreements. Subject to EC 9.2530 Natural Resource Zone Development Standards (2), (3), and (5) through (9). Utility companies shall submit to the city a notice of easement maintenance activities within the /WP area describing the nature and extent of the activities 15 days prior to commencing the activities.
5. Wetland or riparian area enhancement, restoration or creation activities that are consistent with adopted plans and policies, including construction of stormwater quality treatment facilities that use biofiltration methods, such as shallow grassy swales, constructed wetlands, and ponds. Subject to EC 9.2530 Natural Resource Zone Development Standards (2) through (9).
6. Wetland, stream and riparian enhancement and restoration within the /WP overlay zone shall be exempt from the site review requirements of this subsection (3) if the proposed activity is authorized:

- a. Under a Mitigation Improvement Plan approved by the Oregon Department of State Lands, and if required, the U. S. Army Corps of Engineers;
- b. Under a wetland restoration permit or wetland enhancement permit approved by the Oregon Department of State Lands, and if required, the U. S. Army Corps of Engineers; or
- c. By a “Finding of No Significant Impact” or a “Record of Decision” under the federal National Environmental Policy Act (NEPA).

LAND USES PROHIBITED WITHIN THE /WP AREA:

- 1. Storage of chemical herbicides, pesticides or fertilizers or other hazardous or toxic materials.
- 2. Depositing, dumping, piling or disposal of refuse, or dumping, piling, disposing or composting of yard debris, fill, or other material except for single family residential composting, which must be kept at least 10 feet from the top of the bank of any water feature, and soils or soil amendments used for replanting in accordance with provisions of this section.
- 3. Construction of new septic drainfields.
- 4. Channelizing or straightening natural drainageways.
- 5. For areas not on the city’s acknowledged Goal 5 inventory, removal or destruction of rare, threatened or endangered plant species, unless a conservation plan for the affected species is submitted by the applicant and approved by the planning director, in conjunction with the Oregon Department of Agriculture and the U.S. Fish and Wildlife Service.
- 6. Filling, grading, excavating, and the application of chemical herbicides, pesticides and fertilizers are prohibited unless they:
 - a. Are directly related to a use permitted in the waterside protection area,
 - b. Address an imminent threat to public health and safety, or
 - c. Result in enhancement of water quality, and enhancement or maintenance of stormwater conveyance capacity, flood control capacity, groundwater discharge and recharge capacity and wildlife habitat.

Furthermore, “Within the /WP area, the city shall have the authority to require conveyance of a maintenance access easement for any natural or human made stormwater facility as a condition of approval for a site review or conditional use permit. Maintenance access easements shall be parallel to the stream or channel and shall be of sufficient width to allow a 20 foot wide maintenance access road along one side of the stream or channel.”

APPENDIX D: INTERVIEW SUMMARY REPORT

Rexius Sustainable Solutions, a family-owned and -operated company, recycles and processes organic waste into usable products such as mulch and compost. They also provide full-service landscape and irrigation installation and maintenance. They are particularly known for their commitment to the environment and sustainable development.

Rexius has been at their Bailey Hill Road and W. 11th location for the past 70 years and is now considering relocating their operations to a new site. Relocation allows the company to continue operations and use the existing 39 acre site in the heart of West Eugene for a new purpose that is more compatible with the surrounding uses that have grown around them. Rexius contracted with the Community Planning Workshop (CPW) to do an exploratory study that examines the issues and opportunities related to the redevelopment and engage the community in a visioning process for the site. This project has three phases: 1) site reconnaissance, 2) community outreach and site development concepts and 3) implementation strategy. CPW will complete phase three by August 2010 resulting in a framework for redevelopment of the site that is acceptable to the community, is consistent with local planning policies and reflects the values of Rexius.

Purpose

CPW conducted 15 interviews with city staff, local agency staff, businesses, and neighboring residents. Through the interviews CPW gathered individuals' unique perspectives, with respect to their field of expertise, about the opportunities and issues in the redevelopment of the Rexius site and their vision for what might go on the site.

This summary report reflects responses from all 15 interviews and responses are reported in aggregate to maintain the confidentiality of participants. CPW will provide this information to the University of Oregon architecture studio working to develop preliminary design concepts to be incorporated into their designs.

Methodology

The guiding principles for site redevelopment crafted by Rexius put emphasis on community engagement. The importance of conducting interviews with city staff, local agency staff, businesses, and residents was to identify: advantages of W. 11th the redevelopment should capitalize on, future benefits the site could bring to the neighborhood, issues the redevelopment could address, concerns about the redevelopment, potential barriers to the redevelopment process, visions for the site, and how the site could fit the values of the community. A majority of the interviews were conducted over the phone, with the exception of some in person interviews.

Interview responses are grouped into three categories: Opportunities, Challenges and Vision. CPW took each interview question and grouped responses into similar

categories to see how often a particular response was given. CPW then counted the number of times a response was given and put all responses into a high, medium, and low frequency distribution for comparison. The table for each question lists the comment, the number of times it was said (Count), and the frequency category it falls into (high, medium, low).

Thoughts on Development in West Eugene

In this section CPW asked participants to characterize the development of West Eugene and if need be how they would like this to change. This was a warm-up exercise designed to make participants evaluate the context surrounding the Rexius site and initiate conversation about the specific issues and opportunities in the redevelopment process. The questions were designed for generalizations about West Eugene and are not reported in a frequency table.

If you had to describe the current development of West Eugene in one word what would it be?

Ad-hoc or strip mall - A majority of the respondents characterized the development of West Eugene as a strip mall. A strip mall is a commercial unit defined mainly by the lack of connectivity to neighboring residents. All participants that characterized West Eugene as such, did not express appreciation for the term or feel that West Eugene should continue to be characterized as such.

Haphazard - Many respondents described the development of West Eugene as haphazard. The development of West Eugene is a reflection of how development occurred as commercial and industrial industries expanded in the area. The development of the area appears to lack consideration of how business owners and residents interact with each other and their surroundings. The layout of parking lots, location of buildings, and connectivity issues emphasize the point of development occurring without planning for community interaction.

Industrial - Characterizing West Eugene as industrial, one participant highlights how development feels oriented toward business commerce and does not provide an inviting atmosphere for residents in the area.

Is that what you would like to characterize West Eugene as? If no, what would you change it to?

Pedestrian Friendly - When asked how each participant would like to characterize West Eugene in the future many responded by saying pedestrian friendly. West Eugene is currently automobile oriented with a lack of connectivity for both vehicles and pedestrians. The result is a congested means of travel that often times puts pedestrians in harms way. Participants expressed the importance of creating a future West Eugene that allows people to enjoy walking through the area while enjoying the community amenities.

Change - Respondents expressed the desire to see change begin to happen for the West Eugene area. Although not specifying the type of change they would like

to see, many felt it was time to start thinking about development that was not characterized as a “strip-mall, haphazard, or industrial”.

Multimodal - Participants also expressed the importance of seeing multimodal transportation become part of the change in West Eugene. Multimodal transportation involves developing infrastructure that caters to pedestrians, bikers, public transit, and automotive transportation. Respondents desired to see an increase emphasis on the use of the bike path and incorporating a pedestrian friendly environment in the area.

Attractive - One participant would like to characterize West Eugene’s future as attractive. This response is worthy of mentioning because it is the antithesis of the industrial classification noted previously. This response also emphasizes the need to create an attractive community that welcomes people to Eugene and to the area in general.

Opportunities

What is the greatest advantage to the W. 11th area that the redevelopment should capitalize on? What future benefits could the redevelopment bring to the neighborhood?

Comment	Count	Frequency
Mixed Use	13	High
Natural Areas	11	
Connectivity	10	
Walkability	9	
Multimodal	8	
Bike Path	6	
Bus Rapid Transit (EMX)	4	Medium
Housing Affordability	4	
Missing Amenities	4	
Community Use	3	
13th Ave Connection	3	
Street Exposure	1	Low
Increased Property Values	1	

Some respondents had multiple answers.

HIGH FREQUENCY RESPONSES

Mixed Use –Participants defined the term mixed use as having both commercial and residential uses incorporated in the site. Respondents believe that the site should act as a gradient that transitions the commercial uses of W. 11th Ave to the residential uses south of the site. This type of development is unique to the area and incorporates the vision for a site that connects residents to businesses in the community. Participants believe that the site could act as an urban gateway for residents by incorporating commercial uses with residential. Respondents

emphasized a need to make the site suitable for the current demographic of residents not necessarily bring in a new demographic. Keeping residents in their community was important to respondents. They believe that residential units that are more affluent than the community's average household income would **not** incorporate the values of West Eugene or create the sense of identity the site has the potential to create.

Natural Areas – Many of the respondents viewed the wetlands as an asset to the site. From their perspective the site should take advantage of having the natural features with the Amazon canal and wetlands on site. Emphasizing the natural features will help to create the transition from industrial/commercial to commercial/ residential that is needed for the neighborhood surrounding the site. Respondents expressed the importance of incorporating green space throughout the site. The site has natural features to capitalize on that development in the past has not. Specific examples of environmental integrations were creating connections between residents and natural features like the wetlands and the Amazon canal. In addition, the incorporation of permeable cement, terraced roofs, solar power, and not polluting the Amazon. Participants believe the ability to incorporate environmentally friendly components in the development process will act as a catalyst for future development strategies.

Connectivity – Participants stressed the importance of the site addressing connectivity issues. The shared vision is to see the site act as a bridge that connects businesses to residents. Respondents believe the potential for connectivity currently exists with the incorporation of 13th Ave through the site and the proposal for bus rapid transit stations and routes in or around the site. Respondents asked about signs of pedestrians crossing fields, which they believe should be viewed as a clear sign for the potential of the site to create connectivity for local residents. The area was characterized as having issues, such as inconvenient access to neighboring businesses and amenities in the area. Participants believe the site has the potential to connect people to various amenities and transportation modes such as the bike path, public transportation, and pedestrian friendly infrastructure.

Walkability – When asked about the challenges the site could help overcome in the community respondents referred to the lack of a walkable environment. West Eugene is not characterized as a place that a family could take a stroll or that feels comfortable walking through because the current infrastructure is not suited for pedestrians. Respondents described the opportunity the site has to incorporate the natural features into the pedestrian infrastructure. Providing examples such as buffers with shrubs and trees and open spaces specifically set apart from the busy roads. Participants believe the site has the potential to be an escape where people enjoy the safety and beauty of a walkable environment. The benefit to creating a walkable environment is encouraging community members to stay in their community to access services as well as encouraging active lifestyles that promote well being for individuals.

Multimodal – Interviewees identified the potential for the site to act as a transit hub for the West Eugene community. Participants believe the site's proximity to

main arterials and other modes of transit is an advantage and recognized most of the infrastructure already being present. Utilizing the site as a connector to the bike path, the extension of 13th Ave, and incorporation of the bus rapid transit system could act as a catalyst to how future development incorporates a variety of transportation modes.

Bike Path – Participants viewed the bike path to be an important asset in proximity to the site. The bike path serves as a means of multimodal transportation but is recognized as being under utilized by both the business and residential communities that border it. When fully utilized, the path has the potential to provide major pedestrian connectivity for businesses and residents in the community. Many respondents believed that the Rexus site should take advantage of the path to help act as a bridge between diverse communities.

MEDIUM FREQUENCY RESPONSES

Bus Rapid Transit (EMX) –Participants believe the W. 11th area has a market that supports public transit use. The issue of traffic congestion does not overshadow the fact that people in West Eugene use the public transit system. The Rexus site has the opportunity to create a multimodal environment with less emphasis on single vehicle use.

Housing Affordability – Some participants believe the Rexus site has a unique opportunity to think about the demographics of the West Eugene area and how the site can support them not displace them. Currently there are some apartment buildings and multi-family residential units, but a majority of residents surrounding the site are single-family homeowners. Eugene’s population is expected to increase by 35,000 by 2020. It will be important to evaluate the income levels of local residents and determine how the site can support the growing population.

Missing Amenities – Participants recognize that there are some missing amenities in the West Eugene community such as emergency facilities and distribution of local foods. Emergency facilities are important to this area because the congestion creates efficiency issues in emergency situations. Participants believe that residents should have access to higher quality foods than fast food alternatives.

Community Use– The interviewees emphasized the opportunity to create a unique environment in the area. The participants generalized the area as not being a family or community oriented place. The site has the ability to develop the neighborhood in a way that changes the atmosphere and creates a communal environment that supports family outings.

13th Ave Connection – Many respondents referenced the issues with traffic and how the site could help mitigate increased traffic congestion in the area. Incorporating 13th Ave to connect through the site was a solution proposed. Participants believed the connection would decrease congestion, increase business and residential interaction, and create connectivity where it is lacking.

LOW FREQUENCY RESPONSES

Street Exposure – One participant said to emphasize the street exposure along Bailey Hill Rd and W. 11th Ave. This participant believes the location and proximity to W. 11th Ave creates economically viable transitions for the commercial use of the site.

Increased Property Values – One participant believes the absence of compost piles and smell will immediately increase property values for local residents. In addition, the opportunity to create a site that suits the community's needs, has multi-modal access, and is safe and attractive, will undoubtedly increase values even further.

Challenges

What concerns do you have about the development of the site? Or, What barriers specifically can you think of that would hinder the development of the site?

Comment	Count	Frequency
Traffic	14	High
Change of Use	11	
Transportation Infrastructure	10	
EmX	9	
Preservation/Consideration of Natural Areas	6	Medium
Housing Types & Affordability	6	
Land Use & Zoning	5	
Social Equity	4	
Connectivity	3	Low
Sense of Place	1	

Some respondents had multiple answers.

HIGH FREQUENCY RESPONSES

Traffic – Many participants were concerned about the current traffic issues on West 11th and Bailey Hill and how a change of use on the site would exacerbate those problems. The current use of the Rexus site creates fairly low trip counts on Bailey Hill Road and West 11th. Redeveloping the site with a commercial or residential use would drastically increase trip counts and is a huge concern/issue.

It is not simply an engineering question about the function of the corridor. This project won't be able to solve existing traffic issues, though it must present solutions. The traffic challenge requires a larger effort between the City and ODOT. One difficulty is that the state currently requires much larger infrastructure for a given amount of traffic than the city does. West 11th is under the jurisdiction of the state and they provided the City of Eugene with a solution to the traffic problem through the exploration of the Parkway concept. Eugene turned this option down, but is still required to adhere to state infrastructure standards.

The state makes it difficult to rezone this type of land and requires up front solutions prior to zone changes. Rexius would have the onus of coming up with the traffic solutions. However, they do not have to be immediate improvements, but could take place up to 10 years down the line as long as the commitment is shown. If we could pull through traffic off W. 11th that would help. The next challenge would be putting 13th through from Bailey Hill to Oak Patch. A multi-way boulevard would enhance the environment. W. 11th is the last area in Eugene that has room to improve (redevelop). Ultimately, we need to facilitate the congestion in a way that makes it work, like NW 23rd in Portland.

Change of Use - Some participants were concerned that a change of use on the site would bring something into the neighborhood that was worse. Some examples include: something really loud or toxic, a big ugly shopping mall, industrial warehouses, or something not compatible with the high school down the street (like a prison). Participants said the site should have a nice look and incorporate mixed-use and dense housing developments.

Transportation Infrastructure – Related to the traffic issue, participants made specific comments about the transportation infrastructure surrounding the site. Again, it was noted that a big challenge for West Eugene is transportation and that could be a deal breaker for the redevelopment.

Connecting 13th Ave is needed. One challenge in that is working with city and local residents (particularly residents off of Wallace St area) in the design and implementation of connecting 13th Ave. Maybe 13th should meander south to go around Wallace. Another challenge will also be designing 13th to handle a lot of traffic but be walkable and have neighborhood feel. It will probably be a Major Collector and a street that needs to keep speed down but still handle 20,000-auto count.

Creating opportunities for multi-modal transportation was also noted as a concern. These opportunities would all need to be connected into current and future network of streets and paths. Maybe a pedestrian bridge over Amazon? From the business perspective drawing people into the site is important. The bike path runs right by it, so maybe an activity or business that promotes riding bikes.

EmX – Comments about the EmX generally centered on its alignment and ability to garner ridership and take cars off the road. Overall EmX was seen as a positive possible addition to West Eugene but fraught with difficulties in implementation. EmX alignment will be difficult and getting State support will be a barrier. In regards to the W. 11th alignment one participant noted that currently EmX will probably have a terminus at Seneca Station and stop there. Proponents would like it to continue west but are not sure how. In the future it could continue along Amazon and into Rexius site along 13th Ave and up Commerce St. With that alignment EmX would have to run on north side of Amazon for a ways and cross over which is difficult to do with the creek, bike path, etc. Some noted that it would be nice to have the EmX run down Amazon. It would be nice to have the EmX there and wouldn't require an additional 28' of right of way like it would on W. 11th. It would also help clean up all those backyards of shops and garages.

Some participants were concerned that down 18th or 11th the service won't pick up enough ridership to take car traffic off the road, that it will just contribute to congestion by adding an EmX bus to the auto mix. The current EmX routes haven't seemed to garner enough riders to reduce traffic. However, with EmX on site, Rexius could do a Transit Oriented Development (TOD). TOD might add value to land with the density, allow development to lower required parking spots on site, or could maybe account for higher traffic count needed for a higher density development.

MEDIUM FREQUENCY RESPONSES

Preservation/Consideration of Natural Areas – Comments about natural areas centered on the preservation and/or consideration of the wetlands on and near the site. Participants noted the challenge of finding a balance between enhancing natural features and stomping on them. It is a naturally sensitive area and natural features should be done in a sustainable way. The wetlands are an issue but can also turn into an opportunity to make things better for natural features and make them assets to the site.

Housing Types & Affordability – Participants commented on the need to build according to the market and the area of town. This is not a part of town where people go to spend a lot of money. We need more market rate houses (townhouses, duplexes, small apt complexes) that are NOT subsidized. This is very important in this area. Another participant commented that Eugene is overwhelmed with excess retail and that a housing shortage exists in some categories. There might be a long-term housing need that could be filled by something on this site. One participant suggested not designing apartments over retail in this area (partially because this area is not for the wealthy). Maybe it will initially pencil out, but a bank will probably not finance. Maybe office space over retail instead?

Zoning and Land Use – Participants commented on the obstacles associated with zoning and codes. If the site is rezoned, where does Eugene make up for loss of Light Industrial areas? Maybe it won't affect the UGB, but it might. Currently you can't do multi-use development there; however, the demand of the market means you need enough allowance in the code to get what you do want. One participant commented on the political constraints underlying the zoning issue. Rezoning will be a challenge because the council hasn't come to a conclusion in rezoning issues. In WEC it was discussed about the timeline in rezoning the industrial zones while growing needs increase. Land supply inventory will evaluate our population growth needs. Typically in Eugene this becomes a pro-growth or anti-growth debate and that will be a challenge for this project to consider. Half the council will want to stay within the UGB and the other will want to expand. Look at how the council begins to vote and what the timeline will look like as far as matching up with the redevelopment. Most seem to think about the need to accommodate the growth needs of the community in that area.

Social Equity – Concerns about social equity were varied and centered on the homeless, environmental racism, longevity of place, and health. The homeless are a big social inequity concern. There's no shelter in Eugene. It's a poverty issue –

people have to hide because they can't legally live anywhere and riparian areas are a good place for them to hide. That can create a lot of ecological damage. It's essentially environmental racism: put the poor people where there are floods, bugs, and sewage. It turns into an interrelated dynamic among people, the environment, and degradation. Additionally, it is hard for some people to find a place they can afford to live and still be able to get around. Because they're poor, the only places they can afford to live are far from where their work is and/or it's in an environmentally degraded area because no one else wants to live there. In regards to longevity of place, the redevelopment should consider how people get from the street to their house. The question might even be more about how you can live to be old in your house and feel confident of having some longevity there. One participant commented on health impacts by saying to consider not shaving off the "luxury" add-ons that are actually ensuring positive health impacts for the community.

The redevelopment must find the balance between moving forward and trying to be all inclusive. Start at the higher level criteria and values and create overarching principles that are mindful of the future impact. Short-term is instant pay-off, where as long term is the bold vision that creates a healthier community.

LOW FREQUENCY RESPONSES

Connectivity – Participants said there is a lack of east-west connections in West Eugene. In this area, there are also connections to the north of the site lacking. Redevelopment of the site should make it so Bailey Hill Road isn't the only access point to the site.

Sense of Place – One participant said that a concern is a lack of place-making in all of W. 11th Ave and that this site could set the tone or become a model development for the area.

Vision

How would you develop the site to better fit the community's values? What would that look like?

Comment	Count	Frequency
Mixed Use	10	High
Natural Areas	9	
Transit Hub	6	Medium
Community Oriented	6	
Housing	4	
Catalyst Development	4	
Walkable	3	
Community Gardens	2	Low
Green Development	1	

Some respondents had multiple answers.

HIGH FREQUENCY RESPONSES

Mixed Use – Currently very few mixed-use developments exist in the West Eugene community. The site has the opportunity to break the stark contrasts of commercial or residential development patterns by creating a mixed-use development on the site. Participants believe the site could incorporate commercial and residential buildings. This development would act as a catalyst for future developments in the West Eugene because the concepts are unique to the area.

Natural Areas – When speaking of natural features West Eugene is characterized by its wetlands. The site has approximately 14 acres of wetlands located on it as well as being bordered by the Amazon canal. Participants envisioned the site as having interwoven green-spaces emphasizing the natural habitat that residents could enjoy in the business of their day. Participants strongly believed that the natural habitat is an asset to the site. Utilizing the natural features will make the site the enjoyable escape needed for local families, a destination place to go to, and help to create the sense of identity for the West Eugene community.

MEDIUM FREQUENCY RESPONSES

Transit Hub – West Eugene is currently characterized by its congestion and lack of connectivity. Participants envisioned the site as a transit hub that creates multi-modal transit opportunities for local residents and business in the area. The site will increase connectivity for neighboring residents by capitalizing on current infrastructure, like a bridge to the bike path, and planned infrastructure, like the bus rapid transit system that will connect to downtown.

Community Oriented – There are few locations in West Eugene that create a safe environment for families to go out and enjoy taking a stroll to get food or access other amenities. The vision that many participants had for the site is a community oriented place that incorporates the serene natural environment and provides community activities. References were made to Crescent Village and their movie nights or the variety of services that it offered residents and how attractive that was to not only residents on site, but also to the surrounding community as well. Participants believe the site has the potential to act as a destination place for the community and incorporate the design elements that represent the values and uniqueness of West Eugene.

Housing – Participants evaluated the current housing types surrounding the site and believe that the Rexus site could incorporate something that has not been seen in West Eugene's developmental history. Respondents envisioned the site as having a gradient of housing types from mixed-use, with commercial/residential, to some slightly more permanent housing such as affordable town houses or small residential units. The vision is to create opportunities for local residents that have never been offered and that will support a community that is growing and has various needs.

Catalyst Development – When asked to visualize the future development of the site participants saw a site that incorporated many elements. However, a number of respondents concluded that the site should be something that is cutting edge

and has never been seen in the community. They viewed the site as having the potential to completely re-think how development is structured in West Eugene.

Walkable – Participants see the site as a safe and beautiful place to enjoy walking through. In addition to connecting residents to a variety of transit options, participants would like the site to have a walkable infrastructure by including things like curb cuts, bike lanes, buffers, and set apart pedestrian paths. Participants envision the site as a unique opportunity to emphasize connectivity and aesthetics for pedestrians day to day.

LOW FREQUENCY RESPONSES

Community Gardens – A couple participants stressed the importance of having community gardens incorporated in the design concepts. They recognized the lack of natural local foods that are presently available in the West Eugene community and envisioned the site as providing residents with fresh gardens to create accessibility to healthy options.

Green Development – One participant envisions the site as setting the standards for green development in the community and the city in general. The vision was for the site to incorporate a variety of green carbon reducing building practices and sees the potential for meeting LEED standards.

Conclusion

Respondent's main concerns surrounding the redevelopment of the site involve traffic and transportation. The re-zoning of the site will likely increase traffic and trip counts and intensify congestion in the corridor. Additionally, current transportation infrastructure is not established to handle the projected increase of Eugene's population let alone the site's population increases. The main challenge will be to connect the idea of a multimodal site to existing infrastructure that is at maximum capacity.

In contrast to the concerns, the opportunities the site could bring to the neighborhood involved connectivity, mixed use, and natural features. Connectivity for the site means it can act as the bridge between residents and businesses and increase interaction between them. Congruent to connecting residents to commercial and transportation amenities participants believe strongly in the site's ability to be mixed use. Respondents emphasized the importance of creating a site with both commercial and residential uses that supports the current demographic of the area. Participants also believe the site should utilize the natural features of the wetlands and incorporate them into the redevelopment of the site.

Participants envisioned the site including natural features in a mixed-use environment. The collective vision for the site paints a picturesque setting where residents in the community enjoy spending time on site in a safe environment. In addition, participants would like the natural environment to be something community members could enjoy and interact with while on the site.

There are many challenges in the redevelopment process as stated previously. However, the site holds the potential to bring something unique to the

neighborhood and could act as a catalyst for future development of the corridor. The opportunities and visions reflect the need for change in development patterns and incorporate the desires for a sense of place and identity for the community.

APPENDIX E: FOCUS GROUP SUMMARY REPORT

Rexius Sustainable Solutions, a family-owned and -operated company, recycles and processes organic waste into usable products such as mulch and compost. They also provide full-service landscape and irrigation installation and maintenance. They are particularly known for their commitment to the environment and sustainable development.

Rexius has been at their Bailey Hill Road and W. 11th location for the past 70 years and is now considering relocating their operations to a new site. Relocation allows the company to continue operations and use the existing 39-acre site in the heart of West Eugene for a new purpose that is more compatible with the surrounding uses that have grown around them. Rexius contracted with the Community Planning Workshop (CPW) to do an exploratory study that examines the issues and opportunities related to the redevelopment and engage the community in a visioning process for the site. This project has three phases: 1) site reconnaissance, 2) community outreach and site development concepts and 3) implementation strategy. CPW will complete phase three by August 2010 resulting in a framework for redevelopment of the site that is acceptable to the community, is consistent with local planning policies and reflects the values of Rexius.

Purpose

Rexius expressed interest in receiving insight from the Eugene community. The third principle of Rexius' Guiding Principles for the redevelopment of the site is titled 'Community Engagement'. One strategy for achieving this principle was the inclusion of three focus groups, conducted by CPW. The focus groups gathered input from different communities of people who have a direct or indirect relationship with the Rexius site. These separate groups consisted of community leaders, local business/property owners, and neighboring residents.

Focus groups are designed to allow participants to discuss a topic to gain different information on an issue than a one-on-one interview might provide. The interplay between participants allows people to bounce ideas off of one another and to reach conclusions they may not have thought of on their own. The importance of conducting focus groups with community leaders, business/property owners, and residents was to identify values of the community and their reaction to Rexius' core values, as well as issues, opportunities, and visions related to the redevelopment.

Methodology

Attendees for these three focus groups were recruited in a number of ways. Community leaders were primarily telephoned and emailed. A flyer was designed and mailed to addresses neighboring the Rexius site to recruit neighboring residents. Flyers were also handed out to local businesses to recruit their owners. These business owners were also telephoned and emailed.

The following responses were gathered from all three focus groups and are organized into four categories: Icebreaker, Guiding Principles, Concerns, and Visions/Appropriate Uses. Responses from specific groups are identified – when necessary - to highlight differences between these stakeholder groups.

Icebreaker Question

Facilitators asked participants a warm up question to begin the conversation and create a comfortable environment for conversing. Specific questions were altered to suit the relationship of each stakeholder group to the Rexius site.

Community Leaders: If you were able to save one amenity or trait in West Eugene, what would it be?

- West Eugene Wetlands
- Bike path
- Being able to avoid automobile traffic by using the bike path
- Dense and attractive housing near the bike path
- Bus service
- A center for commerce and employment
- Pockets of open space
- Truck access to stores
- Wide range of businesses and mix of retail

The assets listed by community leaders can be capitalized on by the Rexius site redevelopment and should be considered when designing concept plans.

Business Owners: What attracted you to the West Eugene area and what do you like about it today?

All of the business owners attending stated that what attracted them to the West Eugene area was the close proximity to Beltline Highway and accessibility to their businesses from multiple directions for both delivery trucks and customers. The Rexius site redevelopment could similarly benefit from its location and accessibility in the community.

Neighboring Residents: What are the places you frequent most in and around your neighborhoods?

The residents most commonly frequent the local schools, parks, wetlands, and many of businesses along the West 11th corridor. Along with these destinations, many of the residents also used the bike path to reach destinations and stores outside of their neighborhoods. These answers indicate the open spaces, West 11th corridor, and bike path play important roles for the residents surrounding the Rexius site. The redevelopment could increase connectivity to the existing

commercial area, schools, and parks to help current and future residents access these amenities.

Guiding Principles

In this exercise, Rexius' guiding principles and their associated strategies were explained to the participants of each focus group. Afterwards participants were asked to comment on what principles and strategies they were concerned or uncomfortable with, which ones they supported, and add any points they felt were missing from the list.

Participants voiced general support or lack of concern for all of the guiding principles except for Principle 1: Financial Feasibility and Principle 2: Land Use and Character. Particular support was voiced for Principle 3: Community Engagement.

Principle 1: Financial Feasibility

The first principle 'Financial Feasibility' raised the most concerns. While some participants didn't feel for or against this principle, many others were concerned about its placement at the top of the hierarchical list. Some attendees felt this principle could be used as a scapegoat or be a caution into not instigating the other five principles. Other attendees were concerned that if the site were sold to another owner, only this first principle would be 'sold' with it and the others forgotten. Another concern for this principle raised the question of what is feasible, "Can you build a residential development at market rate?" Other participants understood and supported the 'Financial Feasibility' principle especially if thought of in the broader sense (of the triple bottom line) and in the long-term.

The neighboring residents' focus group raised a unique concern from the other two groups. Many of the attendees appreciated the guiding principles but questioned whether they would come to fruition. They spoke about past promises of neighborhood improvements that were never realized or were canceled due to the lack of financial feasibility. This brought forth other concerns of whether this redevelopment will actually happen. Could the city discourage the redevelopment if the new development does not provide enough tax revenue?

Principle 2: Land Use and Character

Last on the list of concerns with the guiding principles dealt with neighboring residents' concerns for the principle 'Land Use and Character' strategy for higher density. Many participants in the resident focus group did not want to see any development higher than low-density and did not support buildings with a drastic height change from the existing one-story single-family homes to the south of the Rexius site.

However, the strategy of creating a sense of place and creating distinctive and attractive model community for West Eugene under principle #2 was widely supported. This strategy was supported as long as the character fit in with the existing neighborhoods' houses and did not over-shadow them.

Added Principles

Participants added some principles they felt were missing from the existing list. These were 'Equitable Access', 'Political Feasibility', and 'Safety Concerns'. The last addition, 'Safety Concerns' was raised in consideration of the redevelopment turning into a destination spot for pedestrians and bicyclists. The primary safety concern was with the bike path intersection on Bailey Hill Road. Many participants feel this crossing is a very unsafe and worry accidents could happen here.

Concerns About the Redevelopment

Participants in all focus groups were asked about their concerns for the redevelopment of the site. The purpose of this question was to assess what community members felt were challenges with the possible redevelopment of the site. This includes types of development, barriers to development, and results or related outcomes of development. Concerns also surfaced in other sections of the focus group and are included in these results.

Traffic: Participants generally felt traffic is already an issue on West 11th, Bailey Hill Road, Bertelsen Road, and West 18th. Turning out onto these roads during morning and evening hours is difficult due to the steady streams of traffic. Participants indicated a concern that any additional development would intensify congestion and safety issues and could adversely affect businesses.

Participants in the neighboring resident focus group did not want to see any new access points added to Bailey Hill Road from the Rexius site. They indicated the most appropriate access to the Rexius site would be from Bertelsen Road, the least congested of the surrounding arterials.

Expanding 13th Ave: Most participants agreed that another east-west road would help alleviate the traffic pressure on West 11th and West 18th Avenues. However, participants argued that expanding 13th might not be an improvement. They stated it would still be a dead end at Bailey Hill Road, and would not relieve the most congested part of West 11th. Furthermore, a large number of semi trucks would likely use the road to connect from the Wal-Mart area to the Lowe's/ Fred Meyer shopping complex.

Natural Resources: Focus group participants were concerned about the health and well-being of the wetlands, the water quality of Amazon creek, and the protection of wildlife populations. Many participants supported the enhancement and protection of these existing natural resources.

Zoning: Participants mentioned they felt losing industrial zoned lands within the city and breaking up a large industrial parcel could be a loss. Currently, residents in the Eugene area can access the industrial products and services Rexius provides by public transit and the bike path and the services are located in a relatively close proximity to the downtown area. Removing industrial uses to the fringes of the Urban Growth Boundary (UGB) requires longer commute times for workers and public transit may not serve those areas making it difficult for employees and customers to reach these distant sites. In addition, Eugene will continue to need industrial lands and not many large parcels exist within the UGB. Large industry

would require expanding the UGB and further remove these services and jobs from the population core.

Social Equity and Accessibility: Participants voiced concerns about access to key services and basic needs in the area as well as related pedestrian infrastructure and transit. Some participants noted the loss of industrial zoned land near population centers means longer commutes for workers and business patrons.

Density: A particular concern of the resident focus group was density. Generally they prefer one-story development and open space. They stated they worry the City will pack in as much housing as they can and that they will have to put up with condos, apartments, and two story buildings in their backyards.

Crime: The participants in the resident focus group are concerned an increased level of crime will enter their neighborhoods as a result of empty buildings and open spaces due to phased development.

Visions for the Site

Participants were divided into small groups and given maps of the Rexius site and asked to draw their visions for the site. A list of possible uses compiled from input from Rexius, the City, and interviews was included on the map to spark ideas and specific questions were asked such as:

1. Where should West 13th be aligned through the site?
2. What do you see as appropriate uses for the site?
3. What are the amenities that are missing in the West Eugene area that could be located on the site?
4. Could the redevelopment of this site positively affect the neighborhoods and community in the area? How?

The purpose of this exercise was to assess what community members feel are appropriate uses for the Rexius site and where they envision West 13th passing through the site. Each small group presented their ideas to the rest of the group and a discussion of all the visions followed.

Overall visions: Most of the visions shared by the participants of the focus groups were mixed use schemes with varying amounts of housing, commercial uses and open space. Participants noted the site is already in close proximity to transportation and a customer base. Some schemes also kept industrial uses on a portion of the site. In some schemes participants spoke of a gradient of uses: lower density housing on the southern edge of the site becoming more dense and mixed with commercial uses to the north. Others created a Grand Boulevard through the site with commercial uses and plaza spaces, surrounded by residential uses along Amazon Creek and along the southern edge of the site. A third theme presented was a commercial zone along Bailey Hill Road with housing and open space on the rest of the site. The majority of participants extended West 13th through the site along Janisse Street and out to Bailey Hill Road. Generally, participants spoke of creating a sense of place, especially on the

pedestrian level, and drawing people to the site with types of businesses or open spaces that are currently lacking or nonexistent in the area.

Housing: Generally, participants mentioned housing was an appropriate use for a portion or the entire site. Many participants voiced the need for low to medium income housing, dense housing, and housing for the aging population. High-end housing similar to Crescent Village was also thrown out as an idea, though participants questioned its marketability in this area. Many participants felt a mixture of different housing costs and types were feasible on site such as attached homes, townhouses, condos, and single-family dwellings. However, participants of the local resident focus group preferred only low-density residential housing and were not supportive of increased density and height.

Commercial: Many participants felt a portion of the site should be developed in commercial uses. Ideas included a plaza with shops, cafes, and restaurants, a local grocery store, a farm truck, an urgent care medical center, and office uses. Generally, participants mentioned the area lacked non-chain food and commercial options and spoke of creating a neighborhood that is really a neighborhood.

Traffic Infrastructure: Most participants felt the redevelopment could extend 13th for a local access road, reduce traffic and create synergy with the EmX expansion. Traffic lights were suggested at 13th and Bertelsen and 13th and Bailey Hill Road. The resident focus group participants suggested access points on Bertelsen and not Bailey Hill Road due to the volume of traffic currently on the road. They argued the access point on Bertelsen is also closer to Beltline Highway. Business owners on 13th Avenue postulated that extending 13th would enhance visibility to their business.

Pedestrian Infrastructure: Participants voiced the bike path as a key amenity in the area and felt the redevelopment could support pedestrian and bike access in the area. They support promoting its use through increased safety measures at the crossing at Bailey Hill, additional crossings along Amazon Creek from the site, and creating a destination on site for its users. Two ideas for the bike path crossing at Bailey Hill Road were to increase signage or to reroute the bike path over or under the road. Participants also mentioned creating a bike path from 18th to 11th that was not along the major automobile routes.

Recreational Amenities: Participants supported the inclusion of a park, sports park, community center, pool, library, community garden, water park, amphitheater, and/or plaza on the site. Residents spoke of creating a place to hang out and seek refuge, as they feel few exist in this area, and of being able to walk and ride their bikes to somewhere close. Moreover, participants voiced the need for places for kids to play.

Connectivity: Participants spoke of increasing connectivity to existing commercial areas across Amazon creek, connecting schools to residential areas, and connecting Bailey Hill Road to Bertelsen Road via extending West 13th Ave, Janisse St, or a combination of both. However, participants in the resident focus

group generally did not want a connection from the site to Plumtree Drive (the street directly south of the site).

Natural Features: Participants stated promoting and enhancing the creek, wetlands in the area, and wildlife as opportunities. Some ideas included expanding the buffer around the creek and leaving it as a green area to enjoy. Furthermore, water was seen as a valuable asset to property values.

Rezoning: Most participants' visions would necessitate a zone change. Specifically, participants in the resident focus group mentioned discontent with the current zoning and the byproducts of the current use: smell, dust, and particulates. Rezoning the land as non-industrial would alleviate the particulate and byproducts of the current use and would deter other industrial air and water pollution.

Other appropriate uses: These uses were mentioned by a few participants, but were not discussed in great detail.

- Police department sub station
- Pharmacy
- Post office
- Men's shop
- Only park
- Open space
- Community RV park, RV storage
- Industrial use

Conclusion

The guiding principles exercise brought to attention the concern for the hierarchical dominance of Principle 1: Financial Feasibility. Many focus group attendees were concerned that many of the following five principles would be disregarded completely if they were unable to meet the criteria for the first principle. Concerns and support was raised in regards to the strategy for increasing housing density under Principle 2: Land Use and Character. This principle created the strongest dichotomy between focus groups. Both the Community Leaders and the Business Owners groups supported this principle's strategy of densification, but the Neighboring Residents were not interested in adding density to their neighborhoods. The principles that received the most support were Principle 3: Community Engagement and the Character portion of Principle 2: Land Use and Character. Many people supported the idea of continued input from the community and the strategy of creating distinctive, attractive communities in West Eugene.

The biggest concerns raised from the focus groups were traffic, safety, and density. Congestion is already a concern for the four major roads surrounding the Rexius site (West 11th and 18th Avenues and Bailey Hill and Bertelsen Roads), and many people were concerned the redevelopment would exacerbate it. Also, numerous people feared the redevelopment would create even more safety issues, in regards to pedestrians, bicyclist, and drivers, than already exist in the area. The other major concerns were focused on inappropriate uses and buildings located on the site, such as towering residential buildings or overly dense neighborhoods.

The visions of the focus group participants are primarily mixed-use schemes with housing and some form of commercial uses. Overall, the site redevelopment presents the opportunity to address major issues in the area such as traffic, the lack of non-chain restaurants and stores, and a need for housing. All focus group participants were not in agreement about how densely the site should be developed. Roughly two thirds of participants felt dense development is appropriate in this area, while surrounding residents overall felt density is inappropriate.

Following the conclusion and analysis of these focus groups, the responses were shared with the University of Oregon's joint architecture-landscape architecture studio. This data was then incorporated into their designs concepts for the redevelopment of the site.

APPENDIX F: OPEN HOUSE SUMMARY REPORT

Rexius Sustainable Solutions, a family-owned and -operated company, recycles and processes organic waste into usable products such as mulch and compost. They also provide full-service landscape and irrigation installation and maintenance. They are particularly known for their commitment to the environment and sustainable development.

Rexius has been at their Bailey Hill Road and W. 11th location for the past 70 years and is now considering relocating their operations to a new site. Relocation allows the company to continue operations and use the existing 39 acre site in the heart of West Eugene for a new purpose that is more compatible with the surrounding uses that have grown around them. Rexius contracted with the Community Planning Workshop (CPW) to do an exploratory study that examines the issues and opportunities related to the redevelopment and engage the community in a visioning process for the site. This project has three phases: 1) site reconnaissance, 2) community outreach and site development concepts and 3) implementation strategy. CPW will complete phase three by August 2010 resulting in a framework for redevelopment of the site that is acceptable to the community, is consistent with local planning policies and reflects the values of Rexius.

Purpose

As part of the community involvement guiding principle, established by Rexius, the Community Planning Workshop held an open house for the community to hear about the project and critique preliminary design concepts developed by a joint Architecture and Landscape Architecture design studio at UO. CPW reached out to the community in a variety of ways including mailing out 900 flyers to neighboring residents, handing out 50 flyers directly to businesses in the area surrounding the site, and contacting the Director of Business Advocacy with the Eugene Chamber of Commerce to distribute a PDF of the flyer to interested parties. CPW also contacted the Churchill Area Neighborhood Association and Neighborhood Leadership Council about the event. Lastly, after conducting 15 individual interviews and 3 focus groups all participants were informed of the open house date and time. These efforts resulted in approximate attendance of 30 community members and city staff.

Open House Process

The open house was held on May 6, 2010 at Churchill high school from 6:00 pm until 8:30 pm. The first half of the evening was dedicated to presentations given by CPW and the joint architecture and landscape architecture studio design teams to orient audience members to the site and the details of the preliminary design concepts. The second half of the evening was designed to gather input about the design concepts in three ways. Community members could go to the Concept Critique Stations to communicate concerns or visions directly to each design team. The five design teams had their concepts displayed along the outside

perimeter of the cafeteria where an easel was present for written responses to each design. Participants could also visit the CPW station, titled “Tell Us What You Think” to talk about their overall ideas for the site. Lastly, by voting for their top two favorite design concepts at the Voting/Q&A station.

Concept Critique Process

The concept critique process allowed community members to speak with each of the five design teams about their concepts. The importance of the exercise was to create an opportunity for community members and the design studio representatives to have a two-way dialogue about the community member’s visions and concerns for each site design. Easels were located next to each design team for the purpose of capturing the verbal communication that was taking place at each station.

“Tell Us What You Think” Station

The “Tell Us What You Think” station created an opportunity for community members to discuss the redevelopment process as a whole and communicate visions or concerns for the site. A few residents (4) utilized this station and expressed concerns related to traffic, the impact on the local school system, overcrowding the area with residential density, and the levels of toxicity in the soils prior to redevelopment. Visions presented at the station included having a ½ mile Rexius bark mulch path around the site for active residents. Community members also expressed appreciation for a wellness center and a possible police sub-station to reduce crime in the area.

Voting Station

At this station participants could vote for their two favorite design concepts. Community member’s votes reflect a fairly even distribution between the five design concepts. Community members expressed a concern that the designs don’t fully represent their visions for the site as they liked various components of each design. As such many attendees did not feel the vote was a fair representation of their desired outcome and did not participate in the exercise.

Conclusion

The open house was an effective way to display and receive critiques about the preliminary design concepts. The information gathered from the community through this group process will be used by the design teams to modify their concepts. The design studio will work to incorporate the input gathered at the open house until June 3rd, when the final review of the design concepts will be open for public viewing. Rexius will be able to use the design concepts to help implement a development strategy for the redevelopment of the site.

APPENDIX G: PLANNING CONTEXT

This appendix summarizes the planning context for the Rexius site. It includes a summary relevant and use and transportation plans as well as key natural resource policies. The planning context is important because local plans and policies dictate what uses are allowable on the site and surrounding areas.

Land Use

Several state and local plans and policies guide land use in the Eugene-Springfield area: Oregon Statewide Planning Goals, Eugene-Springfield Metropolitan Plan (Metro Plan), and Chapter 9 of the City of Eugene Code. The Metro Plan is a locally-adopted and acknowledged plan consistent with statewide planning goals, and it in turn influences the City of Eugene Development Code.

Eugene-Springfield Metro Plan

The Eugene-Springfield Metro Plan is the long-range plan that establishes the general land use vision for areas within the Eugene-Springfield Urban Growth Boundary (UGB).¹⁰ Eugene, Springfield, and Lane County co-adopted the Metro Plan. Lane Council of Governments has responsibility to maintain this document. The Metro plan addresses the 15 applicable Statewide Planning Goals and local issues through inventories, policies, and implementation strategies.¹¹ Inventories analyze land use, resources, and development trends for the area. Standards provide general guidance and define decision-making processes. Ordinances and programs adopted by each of the participating jurisdictions implement the plan, which includes zoning ordinances, refinement plans, and functional plans.

The Metro Plan guides the provision of housing, workplaces, and infrastructure for an estimated population of 286,000 by 2015 within the joint UGB of Eugene and Springfield. Goals include providing viable residential communities; broadening, improving, and diversifying the metropolitan economy; and encouraging the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and that maintains and enhances our quality of life.

As it pertains to natural resources, which follow later in this chapter, the Environmental Resources element of the Metro Plan addresses the natural assets and hazards in the metropolitan area. The policies of this element emphasize reducing urban impacts on wetlands throughout the metropolitan area and planning for the natural assets and constraints on undeveloped lands on the urban fringe.

¹⁰ The Metro Plan includes a planning area (the Metro Plan Boundary) that is somewhat larger than the Eugene-Springfield UGB. The plan policies generally apply to areas within the UGB.

¹¹ There are 19 statewide planning goals that are standards for comprehensive planning. Source: <http://www.oregon.gov/LCD/docs/publications/citznqid.pdf> for statewide planning goals, and Lane Council of Governments www.lcog.org/metroplanning.cfm for Metro Plan references.

A more detailed description of the Metro Plan and the General Plan Diagram are included in Appendix A.

Zoning Designations

At the city level, the regulatory document for land use is Chapter 9 of the Eugene Development Code. The purpose of the land use code is “to protect and promote the health, safety, and general welfare of the public and to preserve and enhance the economic, social, and environmental qualities of the community.” Overall, Chapter 9 seeks to effectively implement state and federal laws, the Metro Plan, and policies from the Growth Management Study. See Appendix A for the Eugene Zoning Map.

Transportation

State and local policies guide transportation policies and issues in the Eugene-Springfield area. These plans consist of Central Lane Metropolitan Planning Organization Regional Transportation Plan 2007 (RTP) and The Eugene-Springfield Transportation System Plan (TransPlan).

Central Lane Metropolitan Planning Organization Regional Transportation Plan, 2007 (RTP)

The RTP guides planning and development of the transportation system within and surrounding the cities of Eugene, Springfield, and Coburg. This federally mandated plan provides for meeting the transportation demand of residents over a 20-year period. The RTP addresses transportation issues while contributing to the improvement of the region’s quality of life and economic viability. It considers all modes of transportation: roadways, transit, bikeways and pedestrian circulation, freight movement, and regional aspects of air, rail, and inter-city bus service.

The Eugene-Springfield Transportation System Plan (TransPlan)

The TransPlan guides regional transportation system planning and development in the Eugene-Springfield metropolitan area. This plan addresses transportation issues and contributes to the improvement of the region’s quality of life. Outlined within TransPlan, the Goals improve the interrelationships between land uses and transportation, improve the safety of the transportation system, and reduce reliance on the automobile by increasing and improving choices available.

Natural Resources

Natural resources fall under the guidance of federal, state, county, and city laws and regulations. The guiding documents related to natural resources include the Eugene-Springfield Metropolitan Area General Plan – mentioned above – and the West Eugene Wetland Plan.

West Eugene Wetland Plan

The West Eugene Wetland Plan, adopted by the City of Eugene and Lane County in 1992, guides the overall management of the wetlands in Lane County and

follows state and federal laws and regulations governing wetland issues. An intergovernmental staff team developed this plan with community collaborators and project management from the Lane Council of Governments.

Conclusion

As a product, this redevelopment concept plan results from drilling down first to the study area and then to site level within the broad planning and policy structure.